

Final Draft Staffing Enrichment Workgroup Report

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REPORT TO THE LEGISLATURE

Staffing Enrichment Workgroup Report

2019

Authorizing legislation: RCW 28A.400.007

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Table of Contents

Executive Summary.....	1
Workgroup Charge.....	1
Summary of Recommendations.....	2
Conclusion.....	3
Background.....	4
The Prototypical School Funding Model (PSFM).....	4
How Current Values for the PSFM were Determined	8
How Staffing Values in RCW 28A.400.007 were Determined.....	10
Other State Basic Education Funding Provided to Districts	11
Enrichment Levies	14
Workgroup Membership.....	14
Workgroup Process	15
Recommendations	15
Workgroup Interests and Guiding Values.....	16
Recommended Revisions to Prototypical Staffing Model.....	17
Phase I (2020–21 Through 2022–2023).....	18
Cost Estimate of Phase I	28
Phase II (2023–24 Through 2025–26).....	28
Cost Estimate of Phase II.....	32
Conclusion.....	32
References.....	34

Appendices

Appendix A: Recent Education Funding History.....	37
Appendix B: Workgroup Membership.....	39

Appendix C: Professional Association and Technical Assistance and Research Center Submittals.....	40
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List of Tables

Table 1: Recommended Full-Time Equivalent Students per Prototypical School	2
Table 2: Teachers Allocated by Grade Grouping (Current Law)	5
Table 3: Teachers Allocated by Grade Grouping Per 500 Student FTE.....	6
Table 4: School Level Staff by Prototypical School (Current Law)	6
Table 5: School Level staff per 500 Student FTE by Prototypical School.....	6
Table 6: Central Administration Staff FTE Per 500 Student FTE.....	7
Table 7: District-wide Support Staff FTE Per 500 Student FTE	7
Table 8: MSOC Rates Per Full-Time Equivalent Student for the 2019–220 School Year	7
Table 9: Class Size Recommendations from Initiative 1351.....	9
Table 10: School Level Staff Recommendations from Initiative 1351.....	10
Table 11: Changes to Staffing Allocations Since the 2011–12 School Year	10
Table 12: Special Education Excess Cost Multiplier by School Year	12
Table 13: Learner Assistance Program Hours Per Week of Instruction.....	13
Table 14: Transitional Bilingual Program Hours Per Week of Instruction	13
Table 15: Current Law Allocations for Social-Emotional Health Staff	19
Table 16: Number of Student FTE Needed to Generate One Staff FTE.....	19
Table 17: Recommended Fully Phased-in Values for Social-Emotional Health Staff	19
Table 18: current and Recommended Fully Phased-in Values for Social-Emotional Staff Per 500 Student FTE.....	20
Table 19: Linear Phase-in Values for Social-Emotional Health Staff on a Per 500 Student FTE Basis	20
Table 20: School Counselor Recommendation Compared to National Research	21
Table 21: Nurse Recommendation Compared to National Research	21

Table 22: Social Worker Recommendation Compared to National Research.....	21
Table 23: School Psychologist Recommendation Compared to National Research.....	22
Table 24: Family Engagement Coordinator Recommended Ratio	22
Table 25: Student and Staff Safety Recommended Ratio	23
Table 26: Principal, Assist. Principal, and Other School Level Administrator Recommended Ratio.....	23
Table 27: Recommended Professional Development Days Allocation (Spans Both Phases)	24
Table 28: Student Outcomes Demonstrated by Staff Professional Development.....	25
Table 29: Phase-in Values for Continuous Improvement Coaches	26
Table 30: Phase-in Values for Continuous Improvement Coaches per 500 Student FTE.....	26
Table 31: Continuous Improvement Coach Recommended Ratio	27
Table 32: Principal Ratio by Current School Definition and Per 500 Student FTE	27
Table 33: Recommended Principal Ratio on a Per 500 Student FTE Basis.....	28
Table 34: Estimated Cost of Phase I (in millions).....	28
Table 35: Recommended Phase-in Values for Class Size Reduction.....	29
Table 36: Other School Level Staff Ratios Based on Current Law and Per 500 Student FTE	30
Table 37: Other School Level Staff Phase-in Values Per 500 Student FTE	30
Table 38: Current Law District-wide Staff Allocations Per 1,000 Student FTE.....	31
Table 39: Linear Phase-in Values of District-wide Staff Based on 500 Student FTE.....	31
Table 40: Recommended Professional Development Days Allocation (Spans Both Phases)	32
Table 41: Estimate Cost of Phase II (in millions)	32

Executive Summary

The Washington State Supreme Court acknowledges the Legislature has an obligation to review the definition of a basic education program as the needs of the students and the demands of society evolve. The voters approved increased public-school staffing allocations informed by research and evidence-based recommendations from legislatively created workgroups. This report provides a student-focused phase-in approach over six years to address the evolving needs of the students of our state. A brief summary of the historical studies around funding basic education is provided in Appendix A. The most recent legislative actions, which authorized the Staffing Enrichment Workgroup, and report are mentioned below.

House Bill 2242 Sections 903–905 (2017) created the Staffing Enrichment Workgroup to review the staffing enrichments to the program of basic education. The superintendent reported the recommendations to the education policy and operating budget committees of the legislature on December 1, 2019.

This report focuses on the work of the Staffing Enrichment Workgroup authorized by House Bill 2242 (2017).

The Workgroup prioritized enrichments and focused its efforts on eliminating opportunity gaps. The Workgroup found that high supports and high expectations for all students are delivered by a workforce that is diverse, culturally responsive, racially literate and aware. Furthermore, Washington State’s K–12 students must be served by equity-based policies that support and empower educators, families, and communities.

Workgroup Charge

Chapter 13, Laws of 2017 3rd sp. sess. sec. 905 directed the Superintendent of Public Instruction to convene a technical workgroup, including representatives of diverse school districts and education stakeholders to review the staffing enrichments to the program of basic education detailed in RCW 28A.400.007.

The Superintendent, together with the technical workgroup, must recommend to the Legislature a possible phase-in plan of staffing enrichments that prioritizes the enrichments that are research- or evidence-based strategies for:

- reducing the opportunity gap,
- assisting struggling students,
- enhancing the educational outcomes for all students, or
- strengthening support for all school and school district staff.

The Superintendent reported these recommendations to the Legislature on December 1, 2019.

Summary of Recommendations

Workgroup recommendations focus on the 2020 through 2025 legislative sessions. The recommendations include the following key ideas with associated funding phased in over six years, beginning with the 2020–21 school year with full implementation in the 2025–26 school year.

Recommendation 1: Modify Prototypical School Level Sizes

The Workgroup recommends a technical revision regarding the enrollment of each prototypical school level currently in statute. The chart below shows the current prototypical school sizes as well as the Workgroup recommended values.

Table 1. Recommended Full-Time Equivalent Students Per Prototypical School

Prototypical School	Grade Grouping	Student Enrollment (FTE)	Proposed Student FTE
Elementary	K–6	400	500
Middle	7–8	432	500
High	9–12	600	500

As shown above, the Workgroup recommends moving each prototypical school to a basis of 500 full-time equivalent students to allow for easier comparison across prototypical school levels, as well as to the historical per 1,000 ratios which existed prior to the prototypical school funding formula.

Recommendation 2: Meet Students’ Mental, Social, Emotional, Safety, and Behavioral Health Needs

- Invest in social-emotional, safety and behavioral health needs of students by bringing identified positions up to full I-1351 levels and increasing access to trained professionals, including Parent Involvement Coordinators.
- Improve prototypical school funding model levels for school nurses, school counselors, and principals to exceed the levels set forth by I-1351.

Recommendation 3: Provide Impactful Professional Development to All Staff

- Provide for professional development for all staff (i.e.; Certificated Instructional Staff, Classified Staff, Certificated Administrative Staff), ensuring that key topics are racial literacy and cultural responsiveness are addressed.
- Add a continuous improvement coach per the prototypical school funding model to assist educators in supporting students through implementation of multiple school-wide initiatives.

- Provide for an overall increase to the current allocation for professional development in the prototypical school funding model.

Recommendation 4: Increase Flexibility with Transparency and Accountability

- Provide for school districts to hire the social and emotional health staff best positioned to serve their students by calculating compliance across the broad category of social and emotional health staff.
- Maintain the funding via individual staffing units in the prototypical school funding model. While compliance calculations are recommended across the broad category of social and emotional health staff, the prototypical school model shall retain the individual positions for allocation purposes only.

Recommendation 5: Raise Staffing Levels to Meet Those Set in I-1351

- Increase staffing levels equally across position types over subsequent biennia, starting with the 2023–24 school year, increasing in the same annual increments.

Fiscal Impact

The recommendations as describe above are implemented over six school years, 2020-21 through 2025-26. Costs associated with these recommendations are shown by school year and state fiscal year in millions on the chart below.

School Year	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26
Cost (in millions)	\$500	\$1,000	\$1,500	\$2,400	\$3,600	\$4,800
State Fiscal Year	2021	2022	2023	2024	2025	2026
Cost (in millions)	\$388	\$888	\$1,388	\$2,918	\$3,330	\$4,530

Conclusion

Workgroup membership represented diverse expertise, and several possessed experience with previous Washington state efforts listed above. Workgroup meetings were well attended, and participation was high. Workgroup discussions included some areas of consensus, as well as varying viewpoints. Recommendations reflect areas of broad agreement among Workgroup members.

Background

Chapter 13, Laws of 2017 3rd sp. sess. sec. 905 directed the Superintendent of Public Instruction to convene a technical Workgroup, including representatives of diverse school districts and education stakeholders, to review the staffing enrichments to the program of basic education detailed in [RCW 28A.400.007](#). The Superintendent, together with the technical Workgroup, must recommend to the Legislature a possible phase-in plan of staffing enrichments that prioritizes the enrichments that are research- or evidence-based strategies for:

- reducing the opportunity gap,
- assisting struggling students,
- enhancing the educational outcomes for all students, or
- strengthening support for all school and school district staff.

The Superintendent reported these recommendations to the Legislature by December 1, 2019.

The Prototypical School Funding Model (PSFM)

The prototypical school funding model (PSFM) is a distribution formula to provide the minimum funding required by the state's definition of basic education. This formula provides an allocation to local school districts in support of the operations and minimum instructional program of basic education. This formula is not intended to direct a school district to implement a particular instructional approach or service or to maintain specific student to staff ratios. With limited exception, local school districts can determine how to best utilize their state allocation to meet the unique instructional needs of their students and community. Mainly, this model allocates funding in two ways: 1) full-time equivalent (FTE) staffing values determined by student to staff ratios; and 2) non-staff operating costs.

Prototypical schools are identified by grade level and are broken out into three school types: 1) elementary, 2) middle, and 3) high. Each school type has an assumed enrollment of students for purposes of standardizing the staffing ratios.

As mentioned previously, the workgroup is making a technical recommendation to re-define each prototypical school size at 500 full-time equivalent students in a cost neutral manner to allow improved comparability between levels. All charts and tables embedded in this report will demonstrate the current law ratios, cost neutral ratios based on a prototypical school size of 500 FTE, and the workgroup recommendation based on a prototypical school size of 500 FTE.

School districts report their actual student FTE enrollments each month to OSPI which generate a funded staff-to-student allocation for staffing purposes. These funding formulas can be

found with district-specific detail by accessing the [school apportionment reports](#) on OSPI's website.

Staffing Units

The PSFM assumes different classifications of staff such as principal, teacher, teacher-librarian/media specialist, nurse, instructional aides, custodians, etc. Additionally, these staff are further categorized as certificated administrative staff, certificated instructional staff, or classified staff based on the statutory definition of responsibility, professional training, and certification requirements. Below are some examples of specific staffing positions within school districts within each broad category as mentioned above:

- **Certificated Administrative Staff (CAS):**
 - Examples of CAS include building principals, assistant principals, district level program administrators, and superintendents
- **Certificated Instructional Staff (CIS):**
 - Examples of CIS include classroom teachers, teacher-librarians and Educational Staff Associates (ESA) like school counselors, school nurses, and school social workers
- **Classified Staff (CLS):**
 - Examples of CLS include teaching assistants, office support, and custodians

Staffing ratios for teachers are determined through "class size," which is a student to teacher ratio per grade. In most cases this does not represent the actual class size generated by that ratio in a school. The calculation of student FTE to allocated teacher FTE includes legislative assumptions of planning time. When those assumptions are applied to the funding formula, they are represented as the following percentages: 15.5 percent for grades K–6 and 20 percent for grades 7–12. The class size to teacher calculation is shown below:

$$(\text{Student FTE} / \text{Class Size}) \times (1 + \text{Planning Time})$$

There is also an allocation for each 1.0 FTE teacher that includes four state-provided substitute days. (No other staffing category in the PSFM is provided a substitute allocation.)

Table 2: Teachers Allocated by Grade Grouping (Current Law)

Grade Grouping	Enrollment	Class Size	Teachers (FTE)
Grades K–3	400	17.00	27.18
Grade 4	400	27.00	17.11
Grades 5–6	400	27.00	17.11
Grades 7–8	432	28.53	18.17
Grades 9–12	600	28.74	25.05
CTE 7–12	600	23.00	31.30
Skill Center	600	20.00	36.00

Table 3: Teachers Allocated by Grade Grouping Per 500 Student FTE

Grade Grouping	Enrollment	Prototypical School Size	Teachers (FTE)
Grades K–3	500	17.00	33.97
Grade 4	500	27.00	21.39
Grades 5–6	500	27.00	21.39
Grades 7–8	500	28.53	21.03
Grades 9–12	500	28.74	20.88
CTE 7–12	500	23.00	26.09
Skill Center	500	20.00	30.00

The other school-based staffing categories represent a staff to total prototypical school enrollment ratio. For the purposes of this report, the staffing ratios have been adjusted to a per 500 student ratios, so that equal comparison can be made across the grade-levels throughout this report.

Table 4: School Level Staff by Prototypical School (Current Law)

Staffing Position	Elementary	Middle	High
Enrollment (FTE)	400	432	600
Principals	1.253	1.353	1.880
Teacher Librarians	0.663	0.519	0.523
Guidance Counselors	0.493	1.216	2.539
School Nurses	0.076	0.060	0.096
Social Workers	0.042	0.006	0.015
Psychologists	0.017	0.002	0.007
Teaching Assistants	0.936	0.700	0.652
Office Support	2.012	2.325	3.269
Custodians	1.657	1.942	2.965
Student and Staff Safety	0.079	0.092	0.141
Parent Involvement Coordinators	0.0825	0.000	0.000

Table 5: School Level Staff Per 500 Student FTE by Prototypical School

Staffing Position	Elementary	Middle	High
Principals	1.566	1.566	1.566
Teacher Librarians	0.829	0.601	0.436
Guidance Counselors	0.616	1.407	2.116
School Nurses	0.095	0.069	0.080
Social Workers	0.053	0.007	0.013
Psychologists	0.021	0.002	0.006
Teaching Assistants	1.170	0.810	0.543
Office Support	2.515	2.691	2.724

Staffing Position	Elementary	Middle	High
Custodians	2.071	2.248	2.471
Student and Staff Safety	0.099	0.106	0.118
Parent Involvement Coordinators	0.103	0.000	0.000

District-wide staff support is provided in two ways; through a specifically identified staffing ratio and by calculating an additional 5.3 percent of central administration staff (assuming 25 percent are certificated administrative staff and 75 percent are classified staff).

Table 6: Central Administration Staff FTE Per 500 Student FTE

Certificated Administration Staff FTE	0.5
Classified Staff FTE	1.5

Table 7: District-wide Support Staff FTE Per 500 Student FTE

Technology	0.314
Warehouse, Laborers, and Mechanics	0.907
Facilities, Maintenance, and Grounds	0.166

Non-Staff Operating Costs

Allocations for materials, supplies, and operating costs (MSOC) are generated on a per pupil basis with different rates for different educational programs. The educational programs include regular instruction, and additional allocation for grades 9–12, career and technical, and skill centers. MSOC components include basic allocations for technology, utilities and insurance, curriculum and textbooks, other supplies and library materials, instructional professional development for certificated instructional staff and classified staff, facilities maintenance, and staff and student safety and central office. Allocations for MSOC do not vary by prototypical school type.

Table 8: MSOC Rates Per Full-Time Equivalent Student for the 2019-20 School Year

	Regular Instruction	Grades 9–12 Additional	CTE (7–12)	Skill Center
Technology	\$135.91	\$39.08	\$153.00	\$153.00
Utilities/ Insurance	\$369.29	\$0.00	\$443.68	\$443.68
Curriculum	\$145.92	\$42.63	\$168.30	\$168.30
Library Materials	\$20.79	\$5.78	\$30.60	\$30.60
Other Supplies	\$289.00	\$83.04	\$336.60	\$336.60
Professional Development	\$22.57	\$7.11	\$30.60	\$30.60

	Regular Instruction	Grades 9–12 Additional	CTE (7–12)	Skill Center
Facilities Maintenance	\$182.94	\$0.00	\$214.20	\$241.20
District-wide Support	\$126.74	\$0.00	\$153.00	\$153.00
Total Per Student FTE	\$1,293.16	\$177.64	\$1,529.98	\$1,556.98

Professional Learning Days

Professional learning days are currently funded, through the program of Basic Education, in the prototypical school funding formula for state allocated certificated instructional staff only. The current law allocation is two professional development days, which is currently set to increase to three days for the 2020–21 school year. This legislation requires one of the three days to be focused on serving students with disabilities. In year 2016, the legislature passed HB 1435 (recodified in 2017 in HB 2242), Washington State’s Professional Learning Standards, to provide clear articulation and guidance of what is entailed in quality professional learning (RCW 28A.415.432).

State support for the professional development of educators was provided outside the program of Basic Education beginning in 1993 with the creation of Student Learning Improvement Grants (SLIGS). These grants provided training time for educators to understand and implement education reforms. This funding evolved over time. In 1999, student learning improvement grants were replaced with funding for three “learning improvement (LID) days” added to the 180-day school year for certificated instructional staff. Starting in 2002–03 and continuing to 2008–09, the three LID days were reduced to two. The allocation was further reduced to one LID day in 2009–10 and zero in 2010–11. LID days remained unfunded from the 2010–11 school year until the 2018–19 school year, when one day was implemented for state allocated certificated instructional staff. As mentioned above, the current school year allocation is for two professional learning days. Professional learning days are also currently provided for the paraeducators in the state, but that allocation is not addressed in this report as it is currently outside of the PSFM.

How Current Values for the PSFM were Determined

The Legislature contracted with Miller and Associates in 1975 “to conduct an extensive study of problems related common school financing and operations.”¹ The recommendations of this report, which were adopted into law in the Basic Education Act of 1977², proposed a new funding formula of 50 certificated instructional staff per 1,000 students and 16.67 classified

¹ Common School Financing and Reform: A report to the Select Educational Study Coordinating Committee of the Washington state Legislature. p. i

² Washington Laws, 1977 1st Ex. Sess. Chapter 359, section 5 pp. 1610-1611

[http://leg.wa.gov/CodeReviser/documents/sessionlaw/1977ex1c359.pdf?cite=1977 ex.s. c 359 § 5;](http://leg.wa.gov/CodeReviser/documents/sessionlaw/1977ex1c359.pdf?cite=1977%20ex.s.%20c%20359%20%26%20%24%205;)

staff per 1,000 students. These ratios were based upon the actual staffing ratios of a survey of a subset of districts in school year 1974–75.³

In 2009, the Funding Formula Technical Working Group (FFTWG) recommended to the Quality Education Council a baseline funding formula implementing the current prototypical school funding model used today. This baseline funding model disbursed the staffing ratios determined in the 1975 Miller and Associates report of 50 certificated instructional staff and 16.67 classified staff into this new prototypical school funding model.

The 2010 Legislature adopted this baseline model in House Bill 2776 (2010) with the goal to enhance two parts by 2018; a reduction in kindergarten through third grade class size from a teacher to student ratio of 25.32 to 17.00 and to increase the non-staff operating costs provided in the MSOC allocation from \$551 to \$1,082.

The Quality Education Council also recommended to the Legislature in 2010 *an increase for all staffing categories* to be phased in by 2018. These recommendations were informed by the FFTWG final report which used a research-based process to determine the final staffing values. Additional PSFM recommendations beyond the K–3 class size reduction and increased MSOC allocation were not adopted by the Legislature.

The research basis used to determine the recommendations are documented in the [QEC's 2018 Values Background Information report](#). This background document compiles the research of the legislatively created taskforces and expert working groups that preceded the QEC such as the [Joint Task Force on Basic Education Finance](#) (2007) and [Washington Learns](#) (2005) chaired by Governor Gregoire.

Table 9: Class Size Recommendations from Initiative 1351

Grade Level	Class Size (I-1351 Values)
Grades K–3	17.00
Grades K–1 High Poverty	15.00
Grades 2–3 High Poverty	15.00
Grades 4–6	25.00
Grades 4 High Poverty	22.00
Grades 5–6 High Poverty	23.00
Grades 7–8	25.00
Grades 7–8 High Poverty	23.00
Grades 9–12	25.00
Grades 9–12 High Poverty	23.00

³ Common School Financing and Reform: A report to the Select Educational Study Coordinating Committee of the Washington state Legislature. p. 132

Grade Level	Class Size (I-1351 Values)
Career and Technical Education	19.00
Skill Center	16.00
Lab Science	19.00

Table 10: School Level Staff Recommendations from Initiative 1351

School-Level Staff	I-1351 Values Current School Size (Elementary/Middle/High)	I-1351 Values School Size 500 FTE (Elementary/Middle/High)
Principals	1.300 / 1.400 / 1.900	1.625 / 1.620 / 1.583
Teacher Librarians	1.000 / 1.000 / 1.000	1.250 / 1.157 / 0.833
Guidance Counselor	0.500 / 2.000 / 3.500	0.625 / 2.315 / 2.917
Health/Social Services	1.000 / 1.000 / 1.000	1.250 / 1.158 / 0.834
Teaching Assistant	1.195 / 1.295 / 1.121	2.500 / 1.157 / 0.833
Office Support	3.220 / 3.029 / 3.382	3.750 / 4.051 / 2.917
Custodian	3.524 / 3.454 / 4.412	2.125 / 2.315 / 2.500
Student and Staff Safety	0.099 / 0.506 / 0.723	0.988 / 0.810 / 1.083
Parent Involvement	0.676 / 0.676 / 0.676	1.250 / 1.157 / 0.833

Incrementally, subsequent legislatures have increased the following PSFM categories beyond the baseline values adopted in House Bill 2776 (2010).

Table 11: Changes to Staffing Allocations Since the 2011–12 School Year

Allocation Element	Prototypical School Level	Original Value	New Value	Year
Guidance Counselors	High School	1.909	2.539	2015
Guidance Counselors	Elementary/Middle School	Enhancement for 20 schools		2018
Parent Involvement Coordinators	Elementary School	0.000	0.0825	2017
Lab Science Class Size	High School	n/a	19.98	2015
CTE Class Size	CTE	26.57	23.00	2017
Skill Center Class Size	Skill Center	26.57	20.00	2017

How Staffing Values in RCW 28A.400.007 were Determined

In 2014, Washington’s voters approved Initiative 1351 (I-1351) which amended the state’s basic education funding formulas through the PSFM by increasing the minimum staffing ratios that drive state basic education funding to local school districts. The staffing values adopted by the voters in I-1351 were based on the 2010 QEC recommendations to the Legislature.

Voters approved a phase-in schedule to fund the increased staff by the start of the 2018–19 school year. The 2015 Legislature delayed the implementation of I-1351 by four years (until

school year 2022–23) with the enactment of House Bill 2266. Previously, the Washington State Supreme Court acknowledged the Legislature has an obligation to review the definition of a basic education program as the needs of students and the demands of society evolve. However, any reduction from the basic education program must be accompanied by an educational policy rationale and not for reasons unrelated to educational policy. The 2015 Legislature cited two educational reasons to delay implementation of the revised basic education funding formulas enacted by the voters in I-1351⁴:

1. Research reviewed by the QEC and Basic Education Task Force found that the greatest improvements in student outcomes could be achieved in the near-term by targeting additional funding toward priorities already enacted by the Legislature in House Bill 2261 (2009) and House Bill 2776 (2010), which emphasized class size reduction in the earlier grades. The state Supreme Court had identified these reforms as needed to come into compliance with the state's constitutional basic education funding obligations.
2. Data provided by OSPI and PESB indicated the state's teacher preparation programs were not estimated to produce enough teachers to achieve the class size reductions identified in I-1351. The Legislature found that implementing class size reductions requires time to plan and build new classrooms.

The 2017 Legislature repealed the delayed phase-in created in HB 2266 (2015) with the enactment of House Bill 2242. Section 903 identifies the intent of the Legislature to review and prioritize future staffing ratio increases to focus on reducing the opportunity gap, assisting struggling students, enhancing the educational outcomes for students and strengthening support for all students through schools and school district staff. This same Act created this Workgroup to recommend a possible phase-in plan for future staffing enrichments and re-established the incremental I-1351 staffing values in RCW 28A.400.007.

The newly created statute re-established the incremental staffing ratios approved by the voters in 2014 from the existing basic education allocation statute and defined these incremental staffing ratios as staffing enrichments to and beyond the program of basic education. No specific phase-in dates are provided for these enhancements. RCW 28A.400.007 states if the incremental staffing ratios are funded in the state budget with specific reference to this law, those units become part of the program of basic education.

Other State Basic Education Funding Provided to Districts

⁴ 28A.150.261 State funding to support instructional program of basic education-Schedule of increased allocations. [2015 3rd sp.s. c 38 § 2; 2015 c 2 § 3 (Initiative Measure No. 1351, approved November 4, 2014).] Repealed by 2017 3rd sp.s. c 13 § 906.

School districts are provided additional basic education funding in other categories beyond the PSFM, which include special education, Learning Assistance Program (LAP), Transitional Bilingual Instructional Program (TBIP), Highly Capable, institutional education, and pupil transportation. These supplemental funding formulas work with the PSFM to provide additional funding support based on student characteristics and needs, except for institutional education which is addressed separately later in this section.

Special Education

State funding for special education can be provided using two different funding models: 1) excess cost and 2) Safety Net.

The excess cost model provides school districts the basic special education funding for up to 13.5 percent of students receiving special education services age 5–21. All students age birth to 4 or enrolled in an institutional education program (at any age) and receiving special education services are excluded from the 13.5 percent enrollment cap for purposes of the special education allocation. Based on the per student calculations generated by the PSFM, a school district's basic education allocation (BEA) is determined. The per pupil BEA rate is increased by an excess cost multiplier identified in statute. This excess cost allocation is provided in addition to the allocation generated by the PSFM.

Table 12: Special Education Excess Cost Multiplier by School Year

Category	2019–20	2020–21
Age Birth to 2	1.150	1.150
Age 3 to Pre-K	1.150	1.150
Kindergarten – Age 21	0.995	N/A
Kindergarten – Age 21 > 80% General Education Instructional Setting	N/A	1.0075
Kindergarten – Age 21 < 80% General Education Instructional Setting	N/A	0.995

Increased staffing ratios adopted by the Legislature in the PSFM would result in an increase in state special education excess cost funding to local school districts.

The Special Education Safety Net provides funding to school districts that can show special education costs beyond state and federal resources available to the district. School districts must demonstrate expenditures for high-need individuals through an application process determined by OSPI.

Learning Assistance Program (LAP)

Local school districts are provided additional funding support through the LAP for remediation assistance to students scoring below grade level in reading, math, language arts, and high school science (RCW 28A.165.015). Funding can also be used for learning opportunities outside the traditional school day and to provide staff professional development that focuses on the needs of a diverse student population. School districts must focus first on addressing early literacy skills for students in kindergarten through grade 4 (RCW 28A.165.005).

The state provides local school districts a statutorily determined level of hours of support per week for an assumed class size of 15 students to 1 teacher for students receiving free and reduced priced meals. Schools with more than 50 percent of enrolled students receiving free and reduced priced meals receive additional hours of support.

Table 13: Learning Assistance Program Hours Per Week of Instruction

Non-High Poverty Schools	2.3975
Additional High Poverty School Enhancement	1.1000

Transitional Bilingual Instructional Program (TBIP)

The state provides additional funding to support students whose primary language is not English or whose language acquisition skills need support to achieve proficiency in English.

The state provides local school districts a statutorily determined level of hours of support per week for an assumed class size of 15 students to 1 teacher for students scoring at level 1 or 2 on the state's English Language Proficiency Assessment (see [RCW 28A.180.080](#)) and grade level. Students recently transitioning out of the TBIP are provided ongoing support for up to two years.

Table 14: Transitional Bilingual Program Hours Per Week of Instruction

Grades K–6	4.778
Grades 7–8	6.778
Transitional Support (Exited TBIP)	3.000

Highly Capable Program

Local school districts are provided an allocation for 5 percent of their enrolled students for their most highly capable (gifted) students. The state provides local school districts 2.2 hours of support per week for an assumed class size of 15 students to 1 teacher for 5 percent of their students.

Institutional Education

The state funds a 220-day program for students that are incarcerated or reside in state-run group homes. The state provides local school districts and educational service districts

differentiated funding based on the type of facility. Minimum staffing ratios are provided for small student populations. On average, the state provided \$16,806 for basic education services per student at the state institutions for the 2017–18 school year.

As a practice, institutional education programs are not provided funding from the PSFM, special education excess cost funding formula, LAP, TBIP, or Highly Capable program. No explicit statutory exclusion is provided for those additional funding programs.

Pupil Transportation

Local school districts are funded for the transportation of students to and from school. The state provides funding based on a regression analysis of major cost factors that are expected to increase or decrease the prior year's pupil transportation costs. The cost factors have included the count of basic and special education pupil ridership, district land area/ geography, roadway miles, the average distance to school, count of bus stops, and other statistically significant coefficients.

Local school districts are also provided annual school bus depreciation payments to fund the replacement schedule of school buses.

Enrichment Levies

Districts may use local funding to supplement the staff provided through the prototypical school allocation model. This is because the Washington State Constitution gives school districts the authority to levy local property taxes approved by the voters. The Legislature allows school districts to levy property taxes, with the support of their local voters, for specific purposes which includes the maintenance and operation of school districts to enrich the minimum program of basic education provided by the state.

State law defines the maximum allowable enrichment levy as the lesser of \$2.50 per \$1,000 of assessed valuation or \$2,500 per pupil for most districts. For districts to benefit from enrichment levies, they must gain approval from greater than 50 percent of the voters in their community. Community support or levies can vary across the state, which can make accessing these funds more difficult for some districts than in others. Once approved and collected, local school boards direct specifically how these local funds are used, which could include hiring additional staff beyond the state allocation. With the enactment of EHB 2242, school districts' levy expenditure plans require pre-approval from OSPI to ensure compliance with the law.

Workgroup Membership

OSPI convened a diverse group of skilled educational stakeholders for the Staffing Enrichment Workgroup. Representatives from the organizations included below participated in the work. See Appendix B for a complete list of participant names.

Organizations Represented on the Workgroup

- Association of Washington School Principals
- Educational Opportunity Gap Oversight and Accountability Committee
- Public School Employees
- Washington State Board of Education
- Washington Association of School Administrators
- Washington Association of School Business Officials
- Washington State School Directors' Association
- Washington Education Association

Workgroup Process

Recommendations

The Workgroup was comprised of two types of representative experts. The first group brought a wide cross section of expertise in programmatic and personnel issues. The second group brought school finance expertise with respect to linking specific program funding to staffing positions, as well as a holistic view of the allocation of resources with school district's budgets. The members represented a broad range of educational organizations across the state and brought a wide variety of perspectives and expertise to the table. The Workgroup members benefited from discussions with experts within the Workgroup participants and from programmatic experts called in to share content and best practices.

The Workgroup met a total of seven times, beginning in May of 2019 and concluding on November 15, 2019. The first three meetings included a learning component for Workgroup members and featured guests with specific programmatic expertise to establish common background. The latter four meetings provided the Workgroup with a process to identify their recommendations for phase-in, an opportunity to review a draft of the report, and an opportunity to consider feedback from the public on high-level themes associated with their recommendations.

The Workgroup received a series of presentations on the following programmatic issues and strategies: racial equity from the perspective of native students, cultural responsiveness classrooms, mental health and positive behavior intervention and supports, services for bilingual and migrant students, braiding of funding for Transitional Bilingual programs, and

Washington state's mentor program for beginning educators as a strategy for improving instruction and for retaining a highly skilled workforce. In addition, the Workgroup received fiscal presentations describing the prototypical school funding formula, its current and historical values, and comparisons between staffing units allocated in the formula versus staff units hired by school districts. Throughout the meetings, OSPI fiscal staff provided representations of the Workgroup's recommendations into staffing ratios and cost.

The Workgroup also learned about the history and current methods of Washington's education funding. Topics included the history of education funding in Washington state, current funding methodology, actual staffing compared with prototypical, funding for programs outside the prototypical school funding model, and cost of changes to the metrics in the prototypical school funding model. Workgroup members evaluated and built upon the work of earlier commissions.

In the final meetings, Workgroup members had the opportunity to revise a draft of this report. A summary of Workgroup recommendations was published on OSPI's website with an invitation for public feedback. A summary of public feedback was presented to Workgroup members prior to completion of the final report.

Workgroup Interests and Guiding Values

In preparation of drafting the recommendations, the Workgroup's energy shifted to discussions of values, unmet or underfunded student needs, and considerations of how these might be supported by resources. A summary of the values of the group are below.

Value 1: Pursue Whole Child and Racial Equity

Serve students through a more just and racially equitable educational system that prioritizes the whole child—a system which unapologetically seeks to abolish disparate outcomes based on race, gender, orientation and socioeconomic status and to support school staff in their endeavors to this end. The recommendations are a call to action. They were crafted by experts dedicated to the education and well-being of **all** students. The desire was for values to be visible in the legislated priorities, policies, and resource allocation.

Value 2: Provide Social, Emotional, Mental Health and Safety Staffing Flexibility

Support effective teaching and learning by creating and promoting a physically, emotionally, socially, behaviorally, and academically secure climate for students, staff, families, and community. Leverage and optimize all funding streams and build on previous prototypical school recommendations so local school boards can respond to the needs of their students

and individual circumstances. Create a model that allows flexibility, maintains accountability for state-level priorities, and ensures critical decisions are made at the community level.

Value 3: Transform via Multi-Tiered Systems of Supports

Serve students with multi-tiered system of supports which integrate academic, social, emotional, and behavioral supports for racially just environments that prioritize pro-social behavior, emotional safety, and mental health. Create the conditions for all students in Washington State to be educated in racially literate, culturally proficient environments that intentionally prioritize the instruction of pro-social behavior, emotional safety, mental health and physical safety.

Value 4: Fund and Support Professional Learning for All Staff with Impactful Content

Dedicate significant toward increasing essential cultural knowledge, skill, and expertise of all school personnel in the evidence-based practices proven to eliminate opportunity gaps, including racial literacy and training for embedding culturally responsive practices. Comprehensive well-being for both students and staff are reached through mandatory topics and flexible options for delivery. Fund continuous improvement experts, so professional development is job embedded and aligns with Washington Professional Learning Standards [RCW 28A.415.432](#).

Recommended Revisions to Prototypical Staffing Model

To be responsive to current understanding of roles and important work they do in supporting students, the Workgroup recommends changes to the titles of some staff groups, and adding a new type of staffing category, in the prototypical schools funding model to better describe current delivery. The following were changed throughout the document:

- Security was changed to "Student and Staff Safety"
- Parent Involvement Coordinator should be changed to "Family Engagement Coordinator"
- "Continuous Improvement Coaches" should be added as certificated instructional staff to each school-level of the prototypical school funding model.
- Guidance Counselors should be changed to School Counselors

The Workgroup recommends a six-year phase-in to the full level of school staffing allocations set forth in I-1351 for all categories of the prototypical school funding model with first biennium priority given to students' mental, social, emotional, safety, and behavioral health needs.

Additionally, the group recommends allocation enhancements specified in I-1351 to bring the ratio of school principals, nurses, school counselors, school social workers and school psychologists, essential professional development for all school staff, and a new category of

allocation for continuous improvement coaches to align with current research models for best practice and national standards.

The six-year phase-in recommended by the Workgroup will conclude in the 2025–2026 school year and will be broken into two phases:

Phase I will occur from the 2020–2021 school year to the 2022–2023 school year. This phase will serve students through the following actions and investments:

- increase staffing ratios related to the social-emotional, mental health and safety of students within a new model of local flexibility for effective outcomes for students by increasing the funding for school counselors, school nurses, social workers, psychologists, family engagement coordinators, and student and staff safety;
- ensure additional professional development essential to closing gaps in academic outcomes for students and for building racially literate, culturally responsive practice in all adults serving schools in order to better serve all students;
- add continuous improvement coaches to the prototypical school funding model for implementation of initiatives and professional learning to benefit all students; and
- increase the ratio of school principals to promote school cultures of learning and growth; to support students by regularly meeting social-emotional and mental health needs; to address increased responsibilities in supervisory duties of their staff members.

Phase II will occur from the 2023–2024 school year to the 2025–2026 school year. This phase will serve students through the following actions and investments:

- increasing all remaining prototypical school funding model staffing ratios not addressed in Phase I, including the class size reductions needed for teachers to meet the needs of all their students;
- further enhancing the allocation for school principals to support supervision of the increased staff; and
- building on the professional learning in Phase I, providing additional, necessary professional learning days for all staff to support their learning and growth and improve their ability to serve all students.

Phase I (2020–21 through 2022–23)

Component 1: Social-Emotional Health and Safety Staff

The staff allocations in the prototypical school funding model to be increased in this phase include school counselors, school nurses, social workers, psychologists, family engagement coordinators, and student and staff safety. Except for middle and high school counselors, none

of these allocations have been adjusted since the baseline prototypical school funding model was implemented in the 2011–12 school year. These initial values were based on research and analysis from the mid-1970's, without consideration for the evolving changes in student needs or more effective educational practices.

When considering these increases, the Workgroup recommends providing for school districts to hire the social and emotional health staff best positioned to serve their students by calculating compliance across the broad category of social and emotional health staff. However, the Workgroup recommends maintaining the funding via individual staffing units in the prototypical school funding model. While compliance calculations are recommended across the broad category of social and emotional health staff, the prototypical school model shall retain the individual positions for allocation purposes only. Current law prototypical school allocations for these positions are shown in the table below:

Table 15: Current Law Allocations for Social-Emotional Health Staff

Staff Position	Elementary	Middle	High
Prototypical School Size	400 FTE	432 FTE	600 FTE
School Counselors	0.493	1.216	2.539
Counselor Enhancement	0.307	0.512	0.000
School Nurses	0.076	0.060	0.096
Social Workers	0.042	0.006	0.015
Psychologists	0.017	0.002	0.007
Family Engagement Coordinators	0.000	0.000	0.000
Student and Staff Safety	0.079	0.092	0.141

If this table were converted to show how many full-time equivalent students would be needed to generate a 1.0 full-time equivalent (FTE) staff member at each position, the following would result:

Table 16: Number of Student FTE Needed to Generate One Staff FTE

Staff Position	Elementary	Middle	High
School Counselors	811	355	236
School Nurses	5,263	7,200	6,250
Social Workers	9,524	72,000	40,000
Psychologists	23,529	216,000	85,714
Student and Staff Safety	5,063	4,696	4,255

In order to provide more appropriate allocations to ensure that students are in a healthy, safe, and productive learning environment, the Workgroup proposes that these allocations change to values that were approved by the voters in Initiative 1351. The Workgroup recommends a linear phase-in until the proposed ratios are provided for the 2022–23 school year. The phase-in values based on the current prototypical school definitions are shown in the table below:

Table 17: Recommended Fully Phased-in Values for Social-Emotional Health and Safety Staff

Staff Position	Elementary	Middle	High
Prototypical School Size	400 FTE	432 FTE	600 FTE
School Counselors	0.500	2.000	3.500
Counselor Enhancement	0.512	0.512	0.000
School Nurses	0.585	0.888	0.824
Social Workers	0.311	0.088	0.127
Psychologists	0.104	0.024	0.049
Family Engagement Coordinators	1.000	1.000	1.000
Student and Staff Safety	0.790	0.700	1.300

A translation of current law and fully phased-in values to a uniform prototypical school size definition of 500 full-time equivalent (FTE) students is shown below.

Table 18: Current and Recommended Fully Phased-in Values for Social-Emotional Health and Safety Staff Per 500 Student FTE

Prototypical School	Elementary	Middle	High	Elementary	Middle	High
	Current	Current	Current	Proposed	Proposed	Proposed
School Counselors	0.616	1.407	2.116	0.625	2.315	2.917
School Nurses	0.095	0.069	0.080	0.731	1.028	0.687
Social Workers	0.053	0.007	0.013	0.389	0.102	0.106
Psychologists	0.021	0.002	0.006	0.130	0.028	0.041
Family Engagement Coordinators	0.103	0.000	0.000	1.250	1.157	0.833
Student and Staff Safety	0.099	0.106	0.118	0.988	0.810	1.083

The values in the above chart will be phased in until the 2022–23 school year according to the schedule shown below, based on the prototypical school size of 500 student FTE.

Table 19: Linear Phase-in Values for Social-Emotional Health and Safety Staff on a Per 500 Student FTE Basis

Staff Position/Category	School Year (Elementary/Middle/High)		
	2020–21	2021–22	2022–23
School Counselors	0.619 / 1.710 / 2.383	0.622 / 2.012 / 2.650	0.625 / 2.315 / 2.917
School Nurses	0.307 / 0.389 / 0.282	0.519 / 0.708 / 0.484	0.731 / 1.028 / 0.687
Social Workers	0.165 / 0.039 / 0.044	0.277 / 0.070 / 0.075	0.389 / 0.102 / 0.106
Psychologists	0.058 / 0.011 / 0.018	0.094 / 0.019 / 0.029	0.130 / 0.028 / 0.041
Family Engagement Coordinators	0.485 / 0.386 / 0.278	0.868 / 0.772 / 0.566	1.250 / 1.157 / 0.833
Student and Staff Safety	0.395 / 0.341 / 0.439	0.691 / 0.576 / 0.761	0.988 / 0.810 / 1.083

Justification. Building-level leadership works in tandem with school counselors, school nurses, school social workers, school psychologists, family engagement coordinators, and with student and staff safety to provide the support consistent with all of the Workgroup interests and guiding values; pursue whole child and equity, increase flexibility for local precision, and fund and support professional learning for all staff with impactful content.

Working from information compiled by OSPI for the benefit of prior workgroups, the following excerpts are from the memo prepared by the Regional Educational Laboratory Northwest administered by Education Northwest summarizing national research pertaining to staffing ratios.

Component 1: School Counselor

"Beyond academic achievement, research has also found an association between lower student-to-counselor ratios and fewer disciplinary incidents, less misbehavior, reduced suspension rates, higher attendance rates, and greater reported connection to school" (Lapan, Gysbers, Stanley, & Pierce, 2012; Dimmitt & Wilkerson, 2012; Carrell & Hoekstra, 2014).

Table 20. School Counselor Recommendation Compared to National Research

National Association of School Counselors ratio	250:1
Staffing Enrichment Workgroup recommended ratio	239:1

Component 1: School Nurse

When a full-time school nurse is available, fewer children check out of school during the day (Hill & Hollis, 2012). In addition to greater student attendance, the presence of a full-time nurse within in a school may substantially reduce the amount of time other school staff members spend dealing with student health issues (Baisch et al., 2011; Wang et al., 2014).

Table 21. Nurse Recommendation Compared to National Research

National Association of School Nurses ratio	750:1
Staffing Enrichment Workgroup recommended ratio	613:1

Component 1: School Social Worker

According to the National Association of School Social Workers, "school social workers are an integral link between school, home, and community in helping students achieve academic success. They work directly with school administrations as well as students and families, providing leadership in forming school discipline policies, mental health intervention, crisis management, and support services. As part of an interdisciplinary team to help students succeed, school social workers also facilitate community involvement in the schools while advocating for student success. School social work is a specialized area of practice within the broad field of the social work profession. These individuals bring unique knowledge and skills to the school system and the student services team. These individuals have a master's degree in social work and are trained mental health professionals who can assist with mental health concerns, behavioral concerns, positive behavioral support, academic and classroom support, consultations with teachers, parents, and administrators as well as provide individual and group counseling." (School Social Work Association of America).

Table 22. Social Worker Recommendation Compared to National Research

National Association of Social Workers ratio	250:1 general student population 50:1 "intensive" student population
Staffing Enrichment Workgroup recommended ratio	2,722:1

Component 1: School Psychologist

A meta-analysis of school-based interventions found that school social and emotional learning programs may have an impact on academic performances as well as emotional skills, attitudes, and behavior (Durlak, Weissberg, Dymnicki, Taylor, & Schellinger, 2011). The only specific recommendation on staffing ratios for school psychologists come from the National Association of School Psychologists, which recommends a student-to-psychologist ratio of 500-700-to-1 (National Association of School Psychologists, 2013).

Table 23. School Psychologist Recommendation Compared to National Research

National Association of School Psychologists ratio	400:1
Staffing Enrichment Workgroup recommended ratio	8,090:1

The greatest need for school psychologists is to serve students with disabilities. The recommended ratio is only for the program of general education and will not align with the program where many of these staff are hired. During the 2017–18 school year, 78 percent of the approximately 1,500 individuals hired as psychologists were specifically assigned to work with students with disabilities.

Component 1: Family Engagement Coordinator

The family engagement coordinator works with the guidance and counseling team to engage and assist families in participating as full partners in their children's education. "... Research indicates that a welcoming school environment and information communication from the school are strongly associated with family involvement in high school, and informative communication is also associated with family support of students at home" (Park & Holloway, 2013).

Furthermore, "Family involvement coordinators should not be charged with delivering specialized social services, rather they are in a position to leverage the strengths of families and the benefits that they can bring to schools. For example, the family involvement coordinator does not do 'home visits' in the way that a social worker would, rather they may schedule 'meetings with families' in their homes if that is the best way to connect with them and begin to build relationships" (OSPI and Office of Education Ombuds, n.d., p. 8).

Table 24: Family Engagement Coordinator Recommended Ratio

Staffing Enrichment Workgroup recommended ratio	477:1
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Component 1: Student and Staff Safety

"School safety is a priority because students cannot learn, and teachers cannot teach effectively if they feel unsafe" (Memorandum Staffing Ratio Research; Education Northwest, see Appendix C). A 2009 study of school resource officers (SROs) found that schools experienced fewer arrests and fewer arrests for serious crimes after an SRO was assigned to the school (Theriot, 2009). The workgroup discussed which staff best address school safety and whether that is always security personnel. The Workgroup suggests that along with a ratio increase, the language used for this line item be updated to "Student and Staff Safety." The reason for this change is that not all schools will be hiring security personnel in response to the needs of their students. Consistent with this decision, the research on school security is varied.

Table 25. Student and Staff Safety Recommended Ratio

Student and Staff Safety Workgroup recommended ratio	521:1
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Component 1: Principals, Assistant Principals, and Certificated Building Level Administration

The memo prepared by the Regional Educational Laboratory Northwest administered by Education Northwest summarizing national research pertaining to staffing ratios did not address the building leader's role in the delivery of wrap around supports. School Leaders and Teacher Evaluation: Learning, Leading, and Balancing Responsibilities indicates, "Principals who are skillful and building trust and leveraging the specific skills of others report being able to focus more attention on issues of instructional leadership" (Elfers & Plecki, 2019).

Table 26. Principal, Assist. Principal, and Other School Level Administrator Recommended Ratio

Staffing Enrichment Workgroup recommended ratio	300:1
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The important role of school principals and assistant principals in serving students was an element of Workgroup discussion. The ability of any school level personnel to perform their work is impacted by the support and leadership provided by their building principal and assistant principals.

Workgroup Learning Consistent with Justification

The June 25, 2019 Workgroup meeting included a presentation from national Positive Behavior Intervention and Supports (PBIS) expert, Dr. Jessica Swain-Bradway, Executive Director of the Northwest PBIS Network. She reported the following:

- School is, in effect, a mental health provider.
- Social-emotional learning needs to be deliberate and explicit in teaching prosocial behavior, coping strategies, emotional regulation, and problem-solving skills.

- The goal of promoting and responding to mental health is to blend resources, training, systems, data, and practices in order to improve outcomes for all students.
- Family and community partner involvement is critical to this framework.

Component 2: Professional Development

The Workgroup recommends investing in professional development (or professional learning) on racial literacy and cultural responsiveness for the benefit of all students. Training on racial literacy and cultural responsiveness is critical for serving all students well and is expected of all district personnel statewide on an annual and ongoing basis (i.e., CIS, CLS, CAS). The recommended investments in professional development include, and are not limited to, these topics.

The Workgroup's recommendation for phasing in additional professional development spans both Phase I and Phase II of the recommended timeline, reaching a total of 10 days for all staff allocated in the prototypical school funding formula. Phase I would provide three days for all staff to implement school-wide racial literacy training.

Table 27. Recommended Professional Development Days Allocation (Spans Both Phases)

School Year	Workgroup Phase I			Workgroup Phase II*		
	2020–21	2021–22	2022–23	2023–24	2024–25	2025–26
CIS	4.0	5.0	6.0	7.0	8.0	10.0
CLS	3.0	4.0	6.0	7.0	8.0	10.0
CAS	1.0	2.0	3.0	5.0	7.0	10.0

*to be included later in the report narrative

These days will be allocated using the current professional learning allocation structure (RCW 28A.150.415) as salary and fringe benefits through the apportionment model. Ten days of professional development equates to 5.56 percent of the total salary and fringe benefit allocation when fully phased in for the 2025–26 school year. The Phase I costs only include the additional professional development days through the 2022–23 school year. This allocation for professional development does not have to be delivered in full-day sessions.

Adding professional development for certificated and classified school district staff may not result in additional time in all instances. Some of these staff members are on a year-round (i.e., 260-day contract) as in S-275 report data. Workgroup recommendations are for these year-round staff to participate in the essential professional development topics for the benefit of all students. In lieu of additional days, Workgroup recommendations allow for local solutions to recognize the expected content or to cover associated costs.

Justification

Workgroup members value high-quality professional learning to shift the practice of school district staff to meet student needs. The Workgroup discussed the need for greater emphasis to be placed on the quality of professional learning when evaluating the effectiveness of the overall investment. Washington State’s Professional Learning Standards (RCW 28A.415.432) provide clear articulation of what quality professional learning entails. In addition, information on the importance of effective professional learning can be found below:

Learning Forward, the national professional learning association, states the following about professional learning:

- “The purpose of professional learning is for educators to develop the knowledge, skills, practices, and dispositions they need to help students perform at higher levels.”
- “High quality professional learning signifies the importance of educators taking an active role in their continuous development and emphasizes learning.”
- “Impactful professional learning leads to increased educator effectiveness and a shift from current reality to preferred outcomes of enhanced student learning results” (See [Learning Forward](#)).

High-quality professional development benefits students through changes in practice and honors staff time away from students. The table below highlights the impact of pairing theory with demonstration, feedback, and coaching through professional development.

Table 28. Student Outcomes Demonstrated by Staff Professional Development

Outcomes (% of Participants who Demonstrate Knowledge and Demonstrate Skills in a Training Setting and Use New Skills in the Classroom)			
Training Components	Demonstrate Knowledge	Demonstrate New Skills in Training	Use New Skills in Classroom
Theory & Discussion	10%	5%	0%
<u>Plus</u> Demonstration in Training	30%	20%	0%
<u>Plus</u> Practice and Feedback	60%	60%	5%
<u>Plus</u> Coaching in the classroom	95%	95%	95%

Joyce and Showers, 2003

Workgroup Learning Consistent with Justification

A presentation from the Washington Education Association’s Human and Civil Rights Coordinator, Ben Ibale, included information about a model of educator-led professional development on culturally responsive classroom management. The professional development

“engages members into Association activity around professional practice, equity, and social justice; promotes the culturally responsive classroom management series for their schools, program, and district; creates a network of educators interested in issues related to equity ... the effectiveness of the training increases when staff can focus on strengthening the adult culture in the building in order to impact the student culture” (Ibale, 2019). This model of educator-led professional development is an example of utilizing all components in the table, above.

Component 3: Professional Development—Continuous Improvement Coaches

The Workgroup identified a need for a new certificated instructional staff position in the prototypical school funding model: Continuous Improvement Coach. Classroom teachers implement their new learning, acquired through training, with higher fidelity with the addition of coaching in the classroom (Table 28: Student Outcomes Demonstrated by Staff Professional Development). Research provided in 2009 as part of the Funding Formula Technical Workgroup recommended a ratio of 1.0 instructional coach per prototypical school. The phase-in values of this new certificated position as part of Phase I are shown in the table below, based on the current prototypical school sizes.

Table 29. Phase-in Values for Continuous Improvement Coaches

Continuous Improvement Coach	2020–21 School Year	2021–22 School Year	2022–23 School Year
Elementary School (400 FTE)	0.333	0.666	1.00
Middle School (432 FTE)	0.333	0.666	1.00
High School (600 FTE)	0.333	0.666	1.00

The chart below shows these proposed values based on the recommended prototypical school sizes of 500 student FTE at each of the elementary, middle, and high school levels.

Table 30. Phase-in Values for Continuous Improvement Coaches per 500 Student FTE

Continuous Improvement Coach	2020–21 School Year	2021–22 School Year	2022–23 School Year
Elementary School (500 FTE)	0.417	0.833	1.250
Middle School (500 FTE)	0.386	0.772	1.157
High School (500 FTE)	0.278	0.556	0.833

The Workgroup recommends Continuous Improvement Coaches as an enhancement to the prototypical school funding model versus redirecting existing proviso or program dollars funding similar activities and positions.

Justification

The work of a Continuous Improvement Coach is to serve alongside school staff as they apply and reflect upon their own learning in their service of students (Table 28. Student Outcomes Demonstrated by Staff Professional Development). Coaches build the capacity of school staff to implement multiple initiatives, to build skills to support each other's growth through collaboration, and to strengthen professional learning communities.

Using Learning Time Effectively for Students and Teachers

A report from the Learning Policy Institute indicates, "Other research finds that teacher professional learning is most likely to be effective when it is collaborative and job-embedded, of sustained duration, and with opportunities for feedback and reflection (Burns & Darling-Hammond (2014) as quoted in Darling-Hammond, Hyler, et al., 2017). In addition, greater frequency of teacher professional collaboration is associated with increased teacher self-efficacy and job satisfaction (OECD, 2014b), which are associated with higher retention and greater effectiveness (Darling-Hammond, Chung, & Frelow, 2002). "Collaboration can help buffer against the emotional exhaustion that can lead to teacher burnout" (Skaalvik & Skaalvik, 2011).

Continuous Improvement Coaches/Instructional Facilitators

There is a significant body of research suggesting that work of continuous improvement coaches and instructional facilitators is beneficial to teacher retention, teacher-student interactions, and student achievement (Allen, Pianta, Gregory, Mikami, & Lun, 2011; Elish-Piper & L'Allier, 2011; Gray & Taie, 2015; Lockwood, McCombs, & Marsh, 2010; Vanderburg & Stephens, 2010).

Table 31. Continuous Improvement Coach Recommended Ratio

Staffing Enrichment Workgroup recommended ratio	477:1
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Workgroup Learning Consistent with Justification

Workgroup discussion on professional learning stressed the importance of serving students through district and school implementation, which includes appropriate personnel. Impactful implementation of multiple initiatives requires staff expertise that would be possessed by these professionals. Members recognized that an inadequate amount of attention has been dedicated to the quality, fidelity, and implementation of professional learning strategies that are research based.

Component 4: Increase in Principal Allocation

The workgroup recommends increasing the allocation for principals within the prototypical school funding model to an overall ratio of 300:1. The following table shows the current law allocation for principals along with a re-statement of those ratios based on a prototypical school size of 500 full-time equivalent students.

Table 32. Principal Ratio by Current School Definition and Per 500 Student FTE

Staff Position/ Category	2019–20 School Year	2019–20 Values Based on Prototypical School Size of 500 FTE
	(Elementary/Middle/High)	(Elementary/Middle/High)
Principal	1.253 / 1.353 / 1.880	1.567 / 1.567 / 1.567

In order to achieve a ratio of 300:1 by the 2022–23 school year, the workgroup recommends the following phase-in values for elementary/middle/high schools.

Table 33. Recommended Principal Ratio on a Per 500 Student FTE Basis

Staffing Position	2020–21	2021–22	2022–23
Principal	1.600 / 1.600 / 1.600	1.633 / 1.633 / 1.633	1.667 / 1.667 / 1.667

Cost Estimate of Phase I

The overall cost of the components described in phase I are shown in the table below in millions.

Table 34. Estimated Cost of Phase I (in millions)

School Year	2020–21	2021–22	2022–23
Estimated Cost	\$500	\$1,000	\$1,500
State Fiscal Year	2021	2022	2023
Estimated Cost	\$388	\$888	\$1,388

Phase II (2023–24 through 2025–26)

This phase focuses on class size reduction, further increasing school principal allocations, and increasing the prototypical school ratios for school-level staff, which were not addressed through Phase I. Further commitments for professional development for all staff are also included in this phase. These increases recognize the important role that all school district personnel play in serving students and their learning.

Component 1: Class Size

The Workgroup recommends an equal annual linear phase-in, beginning in the 2023–24 school year, of class size reduction until the I-1351 class sizes are realized in the 2025–26 school year. The phase-in schedule for class size is shown in the table below. High-poverty class size allocations are provided to schools which have a three-year average of prior year free or reduced priced lunch percentage of greater than 50 percent. Along with increased professional development and increased emphasis on the social-emotional and behavioral health of students, the Workgroup recommends continued investments to address class size and caseload. Such investments support Phase I commitments to all students.

Table 35. Recommended Phase-in Values for Class Size Reduction

Grade/Program	2023–24 School Year		2024–25 School Year		2025–26 School Year	
	Regular	High Poverty	Regular	High Poverty	Regular	High Poverty
Grades K–3*	17.00	16.33	17.00	15.67	17.00	15.00
Grade 4	26.33	25.33	25.67	23.67	25.00	22.00
Grades 5–6	26.33	25.67	25.67	24.33	25.00	23.00
Grades 7–8	27.35	26.69	26.18	24.84	25.00	23.00
Grades 9–12	27.49	26.83	26.25	24.91	25.00	23.00
CTE Grades 7–12*	21.67	21.67	20.33	20.33	19.00	19.00
Skill Center Grades 9–12*	18.67	18.67	17.33	17.33	16.00	16.00

*K–3 regular class size is already allocated at the I-1351 value of 17.00. There is no differentiated class size for regular versus high poverty class size for CTE or Skill Center programs.

Justification

OSPI invited Workgroup members to solicit and then share information from their state or national associations on recommended staffing ratios. Below, are examples from two of the associations that provided information in response to the invitation.

Washington Education Association (WEA) members of the Workgroup provided information addressing three primary topics of importance for the Workgroup. One of the topics was caseload and class size, as follows:

- “Without addressing class size and caseload issues, the hard work being done to address cultural relevancy, racial bias, differentiated learning, and social-emotional learning will not be as effective. And, while class size reduction is vitally important, we cannot emphasize enough the importance of increasing educators of color across all spectrums of public education and that it is vital towards closing the opportunity gap.”
- “The ability of any education staff associate (ESA) to meet the needs of all students is greatly impacted by huge caseloads; and caseloads can be impacted by severity of diagnosis sometimes more than by number of students.”

The Association of Washington School Principals (AWSP) provided information to address the ratio of school principals.

- “We *must* change the way the principal position is staffed and ensure a proper number of school-leaders are hired to do the work. It has become abundantly clear we have a systems problem being placed on the backs of individuals. Simply put, *the prototypical funding model does not provide an adequate number of principals.*”

- "... in addition to the student-to-principal ratio, the *staff-to-principal ratio* has a profound effect on a principal's workload ... [and] directly influence a principal's opportunity to impact teaching and learning."

Workgroup Learning Consistent with Justification

Workgroup discussion on caseload and class size stressed the importance of ensuring school and district norms and practices for addressing student needs are aligned with research-based practices, such as Multi-Tiered Systems of Support. Workgroup discussions also recognized caseload and class size impact the ability of staff to more fully serve students and eliminate opportunity gaps.

Component 2: Other School-Level Staff

The Workgroup recommends an equal annual linear phase in, starting in school year 2023–24, of the remaining school level staff referenced in section 904 of EHB 2242. This phase-in will take three school years until the target values in the bill are funded in the 2025–26 school year. The prototypical school values for these positions in the 2019–20 school year are shown below.

Table 36. Other School Level Staff Ratios Based on Current Law and Per 500 Student FTE

Staff Position/Category	2019–20 School Year (Elementary/Middle/High)	2019-20 Values Based on Prototypical School Size of 500 FTE
Teacher Librarians	0.663 / 0.519 / 0.523	0.829 / 0.601 / 0.436
Teaching Assistants	0.936 / 0.700 / 0.652	1.170 / 0.810 / 0.543
Office Support	2.012 / 2.325 / 3.269	2.515 / 2.691 / 2.724
Custodians	1.657 / 1.942 / 2.965	2.071 / 2.248 / 2.471

The year-by-year values of the phase-in for each position are shown in the table below by prototypical school using the universal school size of 500 full-time equivalent students.

Table 37. Other School Level Staff Phase-in Values Per 500 Student FTE

Staff Position/Category	School Year (Elementary/Middle/High)		
	2023–24	2024–25	2025–26
Teacher Librarians	0.969 / 0.786 / 0.568	1.109 / 0.971 / 0.700	1.250 / 1.157 / 0.833
Teaching Assistants	1.613 / 0.926 / 0.640	2.056 / 1.042 / 0.737	2.500 / 1.157 / 0.833
Office Support	2.927 / 3.144 / 2.788	3.339 / 3.597 / 2.852	3.750 / 4.051 / 2.917
Custodians	2.089 / 2.270 / 2.481	2.107 / 2.292 / 2.491	2.125 / 2.315 / 2.500

Justification

Workgroup membership represented diverse expertise and possessed experience with previous Washington state efforts on prototypical staffing and funding. Workgroup members reached consensus that initial phase in priorities should be focused on increased support of students'

social-emotional needs and the needs of staff to receive additional, effective training in anti-racist and culturally responsive strategies for serving students and families. Workgroup members also reached consensus that subsequent phases should raise prototypical staffing to I-1351 levels, increasing at the same rate incrementally.

Workgroup Learning Consistent with Justification

Workgroup members possessed experience with school and school district operations, staffing, and direct service to students and families. Workgroup discussion included a consistent focus on the important role that all district staff play. Workgroup phase-in recommendations reflect this recognition.

Component 3: District-wide Staff Allocations

As part of Phase II, the Workgroup recommends increasing the allocation for the district-wide support staff, specifically staff to provide services in the areas of technology; facilities, maintenance, and grounds; and warehouse, laborers, and mechanics. Current law allocates the staff positions in the tables below through ratios per 1,000 annual average full-time equivalent students. There are no differential values for areas of high poverty. The Workgroup recommends the values in the table below.

Table 38. Recommended District-wide Staff Allocations Per 1,000 Student FTE

Staff Category Ratios Per 1,000 Student FTE	2023–24 School Year	2024–25 School Year	2025–26 School Year
Technology	1.352	2.076	2.800
Facilities, Maintenance, and Grounds	2.542	3.271	4.000
Warehouse, Laborers, and Mechanics	0.855	1.378	1.900

After applying the recommendation that the prototypical school model be based on 500 full-time equivalent students, the target values change as shown below.

Table 39. Linear Phase-in Values of District-wide Staff Based on 500 Student FTE

Staff Category Ratios Per 500 Student FTE	2023–24 School Year	2024–25 School Year	2025–26 School Year
Technology	0.676	1.038	1.400
Facilities, Maintenance, and Grounds	1.271	1.636	2.000
Warehouse, Laborers, and Mechanics	0.428	0.689	0.950

Justification

Workgroup membership acknowledged the importance of all school and district staff in the safe and efficient maintenance and operations of the facilities and technologies therein. If staffing ratios for these essential services are not adequate, districts divert resources from other

areas to cover the cost. Diverting resources negatively impacts the quality and safety of student learning environments. Using the research stemming from expert contributions of previous efforts in the state on prototypical staffing and funding, the Workgroup recommends that subsequent phases should raise prototypical staffing to I-1351 levels, increasing at the same rate incrementally.

Workgroup Learning Consistent with Justification

Workgroup discussion included a consistent focus on the important role that all district staff play in direct service to students and families. The recommendations focused on quality professional development for all district personnel are consistent with this value.

Component 4: Remaining Professional Development Days

As referenced in the Phase I narrative, the increased allocation for professional development spans both phases of the Workgroup recommendations.

Table 40. Recommended Professional Development Days Allocation (Spans Both Phases)

	<i>Workgroup Phase I*</i>			<i>Workgroup Phase II</i>		
School Year	2020–21	2021–22	2022–23	2023–24	2024–25	2025–26
CIS	4.0	5.0	6.0	7.0	8.0	10.0
CLS	3.0	4.0	6.0	7.0	8.0	10.0
CAS	1.0	2.0	3.0	5.0	7.0	10.0

**previously addressed in the report narrative.*

The context and justification provided in Phase I of this report extends to the Phase II recommendation to fund remaining professional development for all district staff.

Cost Estimate of Phase II

The overall cost of the components described in phase II are shown in the table below in millions.

Table 41. Estimated Cost of Phase II (in millions)

School Year	2023–24	2024–25	2025–26
Estimated Cost	\$2,400	\$3,600	\$4,800
State Fiscal Year	2024	2025	2026
Estimated Cost	\$2,918	\$3,330	\$4,530

Conclusion

Staffing Enrichment Workgroup members were highly engaged and aware of the responsibility of the task laid out by the HB 2242, Sections 903-905. Similarly, Workgroup members were aware of, and interested in, building upon previous efforts in Washington. Members provided

ongoing feedback to OSPI staff about their needs and concerns, so planning (for subsequent meetings) could be responsive to those interests. Workgroup members explored and considered these issues and recommendations, taking their valuable time away from providing direct service to students, schools, or school districts. Workgroup members helped to construct and provide input to OSPI staff on this draft as a reflection of their collective effort. They demonstrated leadership on behalf of their respective stakeholders and constituencies across Washington State.

A complete library of Workgroup meeting materials and presentations can be found [here](#).

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Appendices

Appendix A

Recent Education Funding History

SB 5627 (2007) created a joint task force to review the current basic education definition and funding formulas and develop a new definition and funding structure that aligns with the final report of the Washington Learns steering committee and the basic education provisions in current law. That final report is located on the Washington State Institute for Public Policy's website.

House Bill 2261 (2009) built upon the work done by Washington Learns and the Basic Education Finance Task Force and aimed to make reform a reality. The bill redefined the state's "Program of Basic Education" and the funding amounts and methods needed to fully support it. Full implementation of the bill was required by 2018.

House Bill 2261 (2009) included the following enhancements to our state's education system:

- Increased instructional hours
- Enhanced high school diploma requirements
- New transportation funding formula
- All-day kindergarten added to basic education
- New finance structure for transparency

HB 2261 (2009) also created the Funding Formula Technical Working Group. The Funding Formula Technical Working Group was responsible for developing details of the funding formulas used to allocate state funds to school districts, recommending an implementation schedule for phase-in of increases in programs and funding, and examining possible sources of revenue to support increases. A final report was submitted to the Legislature on December 1, 2009.

House Bill 2776 (2010) authorized the first steps for implementation of the new funding system.

Senate Bill 6696 (2010) set in motion transformative change in four areas—more rigorous academic standards, improvements in teacher effectiveness and equity in teacher distribution, better use of data to drive improvement in student learning, and intervention in schools with persistently low student learning and graduation rates.

Senate Bill 6552 (2014). Improving student success by modifying instructional hours and graduation requirements.

Senate Bill 5919 (2017) clarified that the number of instructional hours and the minimum number of credits for high school graduation will be increased no sooner than the 2014–15 school year; adjusted the pupil transportation formula that is scheduled to go into effect September 1, 2011; and specified that the allocations for the Transitional Bilingual Instruction Program be scaled to provide a larger allocation for students needing more intensive intervention and a commensurate reduced allocation for those needing less intensive intervention beginning in the 2012–13 school year.

Appendix B

Workgroup Membership

Table B1. Workgroup Participant Names and Organizations

Represented Organizations	Participant Names
Association of Washington School Principals	Kurt Hatch Ted Howard
Educational Opportunity Gap Oversight and Accountability Committee	Julie Kang
Public School Employees	Dawna Hansen-Murray
Washington State Board of Education	Holly Koon
Washington Association of School Administrators	Tammy Campbell Marcus Morgan Jennifer Priddy Wade Smith
Washington Association of School Business Officials	Kate Davis Simone Sangster
Washington State School Directors' Association	Tim Garshaw Abigail Westbrook
Washington Education Association	Joshua Boe Glenn Jenkins Lorrell Noahr Liz Pray Lupe Wolfe

Appendix C

Professional Association and Technical Assistance and Research Center Submittals

Education Northwest

Memorandum

Staffing Ratio Research

School staffing ratios are a primary component of school funding allocations in states across the nation. It is important that these ratios are based on evidence in order to support efficient and effective schools. At the request of the Washington Office of Superintendent of Public Instruction (OSPI), Regional Educational Laboratory Northwest conducted a preliminary review of the research on recommended staffing ratios for several school-related positions. OSPI will use these findings to inform the state's funding allocations.

The research team reviewed four main types of research: correlational (non-causal) studies, quasi-experimental studies, longitudinal studies, and randomized controlled trial studies. There is a significant body of high-quality research evidence available for some staff positions, while others have limited or inconclusive research that does not support precise recommendations on staffing quantities. Our review focused on research that was published within the last 12 years (with some exceptions) and that directly addresses the student-to-staff ratios that are likely to lead to improved instructional practices, student supports, and student outcomes.

As a supplement to the research, the research team also collected data on the staffing ratios recommended by relevant professional associations. The staffing ratios provided by these organizations sometimes provide the most specific and relevant recommendations currently available. However, only some of these recommended ratios appear to be based on research evidence. The professional organizations typically are membership organizations, which may have an incentive to overestimate staffing levels because their membership consists of those in the profession.

This memo provides a brief overview of the research on each position, research on staffing levels for each position, any staffing ratios recommended by professional associations, and a synthesis when the research is consistent. The following is a list of the staff positions that we researched:

1. School administrators
2. Elementary school teachers
3. Secondary school teachers
4. Continuous improvement coaches/instructional facilitators
5. Teaching assistants/paraeducators
6. Librarians
7. Social workers
8. Psychologists
9. Counselors
10. Nurses
11. Family involvement coordinators
12. Technology staff
13. School security personnel
14. Clerical support staff
15. Custodial staff
16. Facilities, maintenance, and grounds
17. Warehouse, laborers, and mechanics

1) School Administrators

There is a moderate amount of research on the impact that school principals can have on teacher instructional practice and student academic achievement (Brockmeier, Starr, Green, Pate, & Leech, 2013; Waters, Marzano, & McNulty, 2003; Supovitz, Sirinides, & May, 2010; Dhuey & Smith, 2014). However, there is no research comparing the performance of students at schools with a principal to students at schools without a principal because nearly all schools in the United States and abroad have a principal.

Similarly, this review did not find any research studies on the impact of assistant principals on instructional practice or student outcomes. In fact, studies of assistant principals' roles have found that their duties are primarily assigned by the principal and often focus heavily on student discipline or management instead of instructional leadership (Oleszewski, Shoho, & Barnett, 2012).

2) Elementary School Teachers

In 1985, Tennessee initiated the Student Teacher Achievement Ratio project (Project STAR) to determine the effects of smaller class sizes on student achievement through a randomized controlled trial study in grades K–3. Due to the difficulty of conducting randomized controlled trial studies in education settings, this research continues to provide the basis for numerous studies on class size. Subsequent research based on the

data produced from Project STAR supports the study's initial findings that smaller class sizes have beneficial academic outcomes for students (Konstantopoulos & Chung, 2009). Specifically, the research supports class sizes of 13 to 17 students for grades K–3. There is also evidence to suggest that the characteristics of the students in a classroom should be considered when determining class sizes. Students of color, low-income students, and low-achieving students appear to benefit even more when enrolled in classes within this size range (Dynarski, Hyman, & Schanzenbach, 2013, Konstantopoulos & Chung, 2009; Krueger & Whitmore, 2001; 2002).

Another body of research using Project STAR data documents the association between small class sizes and a range of student outcomes, including high school graduation, ACT/SAT participation, college attendance, college degree attainment, probability of majoring in a higher earnings field, earnings at age 27, and the amount students save for retirement. (Dynarski et al., 2013; Chetty et al., 2010; Finn, Gerber, & Boyd-Zaharias, 2005).

A 2010 study of a California policy that limited classes to 25 students for grades 4–12 in schools with large at-risk student populations found that these schools were subsequently more successful in meeting learning outcome goals (Malloy & Nee, 2010).

Results from a multistate convening of more than 2,000 National Board-Certified Teachers from North Carolina, Ohio, Oklahoma, South Carolina, and Washington include a recommendation to determine class sizes by the actual number of students in a classroom, rather than using an average. Specifically, the workgroup recommends a maximum of 18 students in elementary grades (Berry, 2007). Although their recommendation is not directly based on research, it does provide a professional association recommendation from a group that understands instructional practice at the ground level.

The research on elementary school teachers suggests that smaller class sizes at the elementary school level and particularly in K-3 classrooms may improve student outcomes

3) Secondary School Teachers

Less rigorous research on class sizes is available for middle and high schools, although studies that include higher grades concur with elementary grade research that smaller class sizes are associated with positive outcomes for students in all grades (Dee & West, 2011; Frederickson, Öckert, & Oosterbeek, 2013). A study of grade 8 students, using nationally representative data, found positive effects of smaller class size on

noncognitive skills (Dee & West, 2011). Further, the study's findings indicate that reductions in class sizes for classrooms with large proportions of higher risk students may be especially effective.

The research on secondary school teachers suggests that smaller class sizes at the middle and high levels are associated with positive outcomes.

4) Continuous Improvement Coaches/Instructional Facilitators

There is a significant body of research that suggests the work of continuous improvement coaches and instructional facilitators is beneficial to teacher retention, teacher-student interactions, and student achievement (Allen, Pianta, Gregory, Mikami, & Lun, 2011; Elish-Piper & L'Allier, 2011; Gray & Taie, 2015; Lockwood, McCombs, & Marsh, 2010; Vanderburg & Stephens, 2010).

For example, research documents the association between instructional coaching and student reading gains at both the elementary and middle school levels (Lockwood et al., 2010; Elish-Piper & L'Allier, 2011). The quantity and frequency of coaching meetings appears in some cases to be positively related to student academic outcomes (Marsh, McCombs, & Martorell, 2010; Elish-Piper & L'Allier, 2011). In addition, a randomized controlled trial study at the secondary level found that one year of daily coaching support improved student achievement test scores compared to the students of non-coached teachers (Allen et al., 2011).

There is however no research that documents the ratio of continuous improvement coaches to students necessary to produce the associated effects listed above.

5) Librarians

The presence of school librarians is associated with positive outcomes for students (Dow, McMahon Lakin, & Court, 2012; Lance & Hofschire, 2012). In Colorado, a seven-year study found that students in schools that either maintained or hired an endorsed librarian were more likely than those that lost a librarian or never had one to have high standardized reading scores and to experience high growth in advanced reading proficiency rates (Lance & Hofschire, 2012). These results were similar even when student poverty was controlled for (Lance & Hofschire, 2012).

A 2012 study concluded in Kansas recommended that schools should have at least one full-time and certificated school librarian (Dow et al., 2012). The study also suggested that school size and student poverty level should be considered when determining librarian staffing allocation.

Overall, there is a positive association in the research between having a full-time librarian at every school and student outcomes.

6) Teaching Assistants/Paraeducators

There is very little research on the effectiveness of teaching assistants/paraeducators. The existing limited research is both older and does not suggest that teaching assistants have a positive impact on student achievement (Gerber, Finn, & Achilles, & Boyd-Zaharias, 2001). In 2012, teaching aides/assistants made up 12 percent of the teaching force nationally (Kena et al., 2015). However, there is no indication that this proportion is recommended.

7) Social Workers

Research on social workers and their impact on student outcomes is relatively limited. Social workers often serve as part of a comprehensive team, along with support staff such as counselors, nurses, and/or psychologists, which makes it difficult to isolate their impact on student outcomes. Social workers who do work alone often provide targeted services to a small group of students, which also makes it difficult to generalize to a broader group. However, two studies found a positive association between the number of high school social workers in a district and high school graduation rates after controlling for district size and student poverty rate (Tan, Battle, Mumm, Eschmann, & Alvarez, 2015; Alvarez, Bye, Bryant, & Mumm, 2013). These studies did not study student-to-social worker ratios specifically.

Two advocacy organizations have issued recommendations on social worker ratios for schools. Both are professional membership organizations. The National Association of Social Workers issued standards for school social work services in 2012. These standards suggest a ratio of 250 general education students per social worker and a 50-to-1 ratio for intensive-need students (National Association of Social Workers, 2012). "Intensive needs" are not defined in the standards. In 2013, the National Association of School Psychologists recommended a ratio of 400 students per school social worker as part of a comprehensive and integrated approach to school psychological services (National Association of School Psychologists, 2013). It is unclear if either of these two sets of standards are based on research.

The literature does not indicate an adequate ratio of school social workers but suggests that having more social workers may be beneficial to high school graduation rates.

8) Psychologists

School psychologists provide emotional support, behavior support, and support for mental health within schools. There is some research completed in the last 10 years on the impacts of school mental health supports. In one study, school-based mental health services were associated with decreased suspensions and increased grade promotion (Kang-Yi, Mandell, & Hadley, 2013). Several rigorous studies have found reductions in behavior problems as a result of comprehensive mental health services (Bradshaw, Waasdorp, & Leaf, 2012; Wolpert et al., 2011). A meta-analysis of school-based interventions found that school social and emotional learning programs may have an impact on academic performances as well as emotional skills, attitudes, and behavior (Durlak, Weissberg, Dymnicki, Taylor, & Schellinger, 2011). The research appears to show positive impacts associated with school mental health programs. However, the content of these programs is varied, and the research recommendations are not specific to psychologists or psychologist staffing ratios.

The only specific recommendations on staffing ratios for school psychologists come from the National Association of School Psychologists, which recommends a student-to-psychologist ratio of 500–700-to-1 (National Association of School Psychologists, 2013).

9) Counselors

There is a significant body of research documenting the positive effects of school counseling. Researchers have found that schools with comprehensive counseling programs had higher proficiency rates in English language arts and math (Wilkerson, Perusse, & Hughes, 2013). Researchers in Utah found that schools that achieved fully attained adequate yearly progress (AYP) status had significantly lower student-to-counselor ratios than schools that did not attain AYP (Carey & Harrington, 2010). One study found that one additional counselor in a school was associated with an increase of one percentage point in boys' academic achievement (Carrell & Carrell, 2006).

Beyond academic achievement, research has also found an association between lower student-to-counselor ratios and fewer disciplinary incidents, less misbehavior, reduced suspension rates, higher attendance rates, and greater reported connections to school (Lapan, Gysbers, Stanley, & Pierce, 2012; Dimmitt & Wilkerson, 2012; Carrell & Hoekstra, 2014). State-adopted maximum student-to-counselor ratios in one study were associated with a reduction in the number of teachers reporting student misbehavior (Reback, 2010). Lower student-to-counselor ratios at the high school level are associated in the literature with higher high school graduation rates, as well as higher college application and enrollment rates (Lapan, Gysbers et al., 2012; Bryan, Moore-Thomas,

Day-Vines, & Holcomb-McCoy, 2011; Hurwitz & Howell, 2014; Lapan, Whitcomb, & Aleman, 2012; Pham & Keenan, 2011).

Another study found that reducing the student-to-counselor ratio from 544-to-1 to 250-to-1 at the elementary level resulted in a 59.1 percent decrease in the percentage of students with one or more disciplinary occurrences (Carrell & Carrell, 2006). In high-poverty high schools in two different states, researchers found that schools with a 250-to-1 student-to-counselor ratio had higher graduation rates, better school attendance rates, lower suspension rates, and lower disciplinary incidents (Lapan, Gysbers et al., 2012; Lapan, Whitcomb et al., 2012).

The American School Counselor Association issued a national model for school counseling in 2019 that includes a recommended student-to-counselor ratio of 250-to-1 (American School Counselor Association, 2019). This recommended ratio appears to align with research on school counselors.

Overall, the body of research and recommendations on counselors indicates that lower student-to-counselor ratios are beneficial for student outcomes. Specifically, a ratio of 250-to-1 has been shown to be positively associated with some student outcomes at both the elementary and high school levels.

10) Nurses

There is a significant body of research documenting the impact that a school nurse may have on health (Gottfried, 2013). School nurses may improve attendance by reducing illness and improving chronic disease management (DeSocio & Hootman, 2004).

Students in school districts that meet the student-to-nurse ratio of 750-to-1 miss fewer school days than students in other schools, even when those districts have high concentrations of poverty (Smith & Sherrod, 2013). Other likely benefits of lower student-to-nurse ratios include higher immunization rates, better identification of serious health conditions, more complete health records, and improved management of health conditions such as diabetes, vision problems, asthma, and depression (Baisch, Lundeen, & Murphy, 2011; Guttu, Engelke, & Swanson, 2004; Wang et al., 2014).

Employing a full-time nurse within a school is associated with fewer absences, especially among students with chronic health conditions such as asthma (Gottfried, 2013; Telljohann, Dake, & Price, 2004). When a full-time school nurse is available, fewer children check out of school during the school day (Allen et al., 2011; Hill & Hollis, 2012). In addition to greater student attendance, the presence of a full-time nurse within a school may substantially reduce the amount of time other school staff members spend

dealing with student health issues (Baisch et al., 2011; Wang et al., 2014). These same two studies found cost savings associated with having a full-time nurse at each school (Baisch et al., 2011; Wang et al., 2014), and one of these studies documented savings of \$2.20 for every dollar invested in school nurses (Wang et al., 2014).

Two organizations offer guidance on student-to-nurse ratios. The National Association of School Nurses recommends daily access to a registered nurse at every school (Dolatowski et al., 2015). The American Academy of Pediatrics (AAP) recommends having one full-time nurse in every school with oversight from a physician at the district level (American Academy of Pediatrics, 2016). This is a policy change from AAP's previous recommendation of 750 students for every nurse, and the change is due to the increasing number of students with chronic health care needs (American Academy of Pediatrics, 2016). AAP is a member-based organization for pediatricians, rather than nurses. The recommendation for a nurse in every school appears to align with research.

Research on school nurses concludes that lower student-to-nurse ratios are likely to improve student health outcomes and improve attendance. Most of the studies on school nurses document the importance of having a full-time nurse available at each school. Two professional associations have issued staffing guidance that aligns with these findings.

11) Family Involvement Coordinators

There is a copious amount of research on the positive impact of family involvement on students' educational experiences and achievement across grade levels and race/ethnicity (Wilder, 2014; Castro et al., 2015). For example, research indicates that a welcoming school environment and informative communication from the school are strongly associated with family involvement in high school, and informative communication also is associated with family support of students at home (Park & Holloway, 2013). Meanwhile, a study of kindergartners found that schools' efforts to communicate with and engage families predicted greater family involvement and higher levels of achievement in reading and math (Galindo & Sheldon, 2012). Direct requests from schools to parents make parents more likely to become involved in their children's school and in supporting their children's education at home (Lavenda, 2011; Walker, Ice, Hoover-Dempsey, & Sandler, 2011). All these findings are in line with the work of school-based family involvement coordinators.

In addition to the research, there are numerous guides and reports on effective strategies to engage families in support of their children's school and education. Despite the wealth of information, the research team could not find research literature that

specifically examined the effectiveness of family involvement coordinators or recommended staffing ratios for these positions.

12) Technology Support

There is little research on the appropriate staffing levels necessary to support the effective use of technology in schools. Guidance on this topic comes from common practice across technology industries, which measures technology load by the number of devices that staff members need to manage, rather than the number of students at a school. Precise staffing ratios for technology are not present in the research literature. General guidance in education technical forums suggest that one technology staff per 200–300 technology devices is a recommended ratio (Kotilap, 2012).

13) School Security Personnel

Nationally, 4 percent of 12- to 18-year-old students in 2017 reported being afraid of attack or harm at school and 2 percent reported being victims of violence at school (Musu, Zhang, Wang, Zhang, & Ouderkerk, 2019). In addition, 12 percent of public schools reported bullying incidents at least weekly in 2017 (Musu et al., 2019). School safety is a priority because students cannot learn, and teachers cannot teach effectively if they feel unsafe. Visible security measures, such as security personnel, are designed to decrease student misbehavior and make schools safer by deterring and responding to criminal activity (Tanner-Smith & Fisher, 2016).

The research on school security personnel is varied. A 2009 study of school resource officers (SROs) found that schools experienced fewer arrests and fewer arrests for serious crimes after an SRO was assigned to the school (Theriot, 2009). Other research has found little evidence that higher school security staffing levels are associated with positive academic or school climate outcomes (Brady, Balmer, & Phenix, 2007; Na & Gottfredson, 2011). A study triangulating data from two national surveys found no evidence that visible security measures, including security personnel, were consistently associated with positive academic outcomes, while it did find evidence of possible negative associations between those security measure and outcomes (Tanner-Smith & Fisher, 2015).

The National Association of School Resource Officers (NASRO) recommends that every school have at least one school resource officer (National Association of School Resource Officers, 2018). NASRO provides training to school law-enforcement officers. This recommendation is consistent with some but not all the research.

14) Clerical Support Staff

The research team found no research on the direct or indirect impact of school clerical support staff on instructional practices or student outcomes. While these staff members may play important roles in the operation of schools, they have not been a focus of research.

15) Custodial Staff

There is no research on the direct or indirect impact of custodial staff on instructional practice or student outcomes. Nonetheless, there are several studies that document the possible impact of school facilities on school climate and student outcomes (Uline, Wolsey, Tschannen-Moran, & Lin, 2010; Higgins, Hall, Wall, Woolner, & McCaughey, 2005). These findings support the employment of an adequate custodial staff for maintaining a clean and safe school facility, but they do not provide staffing recommendations per building site.

16) Facilities, Maintenance, and Grounds Staff

The research does not identify any association between a maintenance and grounds staff and instructional practices or student outcomes. However, as noted in the section on custodial staff above, there is a relationship between school facilities and both school climate and student outcomes. Thus, it is important that school buildings and grounds are maintained and that there is adequate staffing to complete these tasks.

17) Warehouse Laborers and Mechanics

There are no recent research studies on the role of warehouse laborers and mechanics within a school system.

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Washington Education Association

Resource Materials

Staffing Enrichment Workgroup

The content of this document was recommended by the WEA members on the Staffing Enrichment Workgroup and then was coalesced by WEA staff.

The members of WEA believe there are three basic areas which must be addressed in order to move more quickly and effectively towards eliminating the opportunity gap. As it was difficult to narrow important resources down to just one or two, we have grouped them into three broad issue areas:

Class size and caseload

Professional Development

Planning time and work issues directly impacting students

The research and additional resources connected to these three areas are at the end of the document. *Note: much of the research and resources cited came from previous class size and prototypical model publications, the New York Class Size Matters website, and professional cites recommend by WEA members. It most assuredly is not all inclusive.*

Class size and caseload

Key ideas and Essential information

Extensive research has been done on class size and caseload issues. Educators in the buildings know that small class sizes at all levels make a difference for all students. The ability of any Education Staff Associate (ESA) to meet the needs of all students is greatly impacted by huge caseloads; and caseloads can be impacted by severity of diagnosis sometimes more than by number of students.

Having enough professionals in each building, including classroom teachers, teacher-librarians, specialists, paraeducators and full staffing of ESA positions, specifically school psychologists, social workers, nurses and counselors can close the opportunity gap for all students. Without addressing class size and caseload issues, the hard work being done to address cultural relevancy, racial bias, differentiated learning, and social-emotional learning will not be as effective. And, while class size reduction is vitally important, we cannot point out the importance of increasing educators of color across all spectrums of public education and that it is vital towards closing the opportunity gap.

Recommended ratios

WEA continues to support full funding of I-1351's research based staffing values as soon as possible and views it as a baseline/minimum for meeting student basic education needs and eliminating the opportunity gap for all students.

In addition, WEA endorses very specific ratios for ESAs for all grade levels:

School counselors: 1:250

School social workers: 1:250

School psychologists: 1:500-700

School nurses: 1:750

Speech language pathologist, caseload ratio: 1:40

OT/PT, caseload ratio depending on student need: 1:30

Paraeducators are essential members of the education team in the classroom, in special education, ELL and general education settings. The current prototypical model does not come close to funding an adequate number of paraeducators.

Key knowledge or skills

The specific work a general education teacher, a special education teacher, each category of Education Staff Associate and a paraeducator does is well understood and relisting what they bring seems unnecessary.

It is important to note though that the Evidence for Policy and Practice Information and Co-ordinating Centre (EPPI-Centre) undertook an extensive review of national and international literature on paraeducators. The overriding conclusion from eight of the nine studies is that trained and supported paraeducators, either working one-to-one or in a small group of students, can help primary aged children with literacy and language problems make significant gains in learning compared with similar children who do not receive supplemental instructional support.

Professional Development (PD)

Key ideas and Essential information

High quality professional development that is locally determined by school districts and their local education unions will help impact positive changes in regard to racial bias, cultural relevancy, restorative justice, social-emotional learning, inclusion of special

education students in the general education classroom, and the many other challenges facing educators today. WEA agrees that closing the opportunity gap will not happen without district wide consistency, implementation with fidelity of systems, specific professional development and time and resources to incorporate the learning from the PD.

Professional development must be assignment specific in addition to meeting broad categorical learnings. The importance of the state fully funding HB 1115, Paraeducators and professional development days for all educators is thus vital to closing the opportunity gap.

Recommended ratios

In order for professional development to be truly effective, Washington State must move assertively to reach I-1351 ratios and reduce caseloads. Priorities as to specific needs, both statewide and in local districts, must be determined so that an effective and funded timeline can be set and then met. Borrowing money from one part of the education budget for another in attempts to address ratios will neither close or eliminate the opportunity gap.

Key knowledge or skills

Classroom teachers, specialist and paraeducators bring direct instruction and academics to our students. ESAs while meeting specific requirements of IEPs, health and wellness issues and academic counseling, also provide the in-house mental health team for students.

Planning/Collaboration Time

Key ideas and Essential information

Planning time is the third leg of the stool in regard to closing the opportunity gap. Educators, including classroom teachers, specialists, paraeducators and ESAs must have quality time both individually and for collaboration to really address the needs of today's students.

Individual planning time is critical in order to incorporate SEL and cultural relevancy into all instruction. For teachers with several different subjects and/or levels one planning period a day maybe inadequate. Paraeducators need time to prepare for their work and time to communicate and collaborate directly with the teachers they work with. ESAs can be more effective as a team if they too have time to confer on a regular basis.

Recommended ratios—N/A

Key knowledge or skills

The OSPI School Day Work Group delved deeply into schedules and systems used internationally and in other states to meet the needs all educators have for planning and collaboration. Student learning improves when educators have time to plan, reflect and collaborate. We would refer you to the many resources that work group utilized.

Research and Resources

Class Size Issues

Class Size Matters is a non-profit organization that advocates for smaller classes in NYC's public schools and the nation as a whole. Their website, <https://www.classsizematters.org/>, contains a wealth of information and research addressing inequities in class size, especially in direct relation to closing the opportunity gap.

Here is a link to specific research addressing the issue:

<https://www.classsizematters.org/research-and-links/#opportunity>

This list contains recent research on the issue:

- **Baker, B. D., Farrie, D. and Sciarra, D. G. (2016), Mind the Gap: 20 Years of Progress and Retrenchment in School Funding and Achievement Gaps. ETS Research Report Series, 2016: 1–37.** *"...ample research has indicated that children in smaller classes achieve better outcomes, both academic and otherwise, and that class size reduction can be an effective strategy for closing racially or socioeconomically based achievement gaps . Although it is certainly plausible that other uses of the same money might be equally or even more effective, there is little evidence to support this ... Smaller class sizes and reduced total student loads are a relevant working condition simultaneously influencing teacher recruitment and retention); that is, providing smaller classes may partly offset the need for higher wages for recruiting or retaining teachers." The authors' analysis shows that states with higher teacher/student staffing ratios in higher poverty districts tend to have lower than expected achievement gaps in Grade 4 and Grade 8 on the NAEPs.*
- **Mathis, William J. (2016). Research-Based Options for Education Policymaking: The Effectiveness of Class Size Reduction. National Education Policy Center, University of Colorado.** *With past research and policy considerations in mind, the brief concludes "class size is an important determinant of student outcomes, and one that can be directly determined by policy." This is especially crucial for populations*

which are most effected by large class sizes, such as low-income and minority students. The research brief outlines the benefits of smaller classes in terms of student achievement, graduation rates and non-cognitive skills. Mathis recommends class sizes between 15-18 (with room for variation based in subject), and argues that while class size reduction can be costly, it could prove to be the most cost-effective policy in the long run.

- **Jackson, C. Kirabo., Johnson, Rucker C., Persico, Claudia. (forthcoming) The Effects of School Spending on Educational And Economic Outcomes: Evidence from School Finance Reforms *The Quarterly Journal of Economics*.** Analyses of school finance reforms reveal that a 10 percent increase in per-pupil spending each year for all twelve years of public schooling leads to 0.31 more completed years of education for students, about 7 percent higher wages, and a 3.2 percentage-point reduction in the annual incidence of adult poverty; with effects more pronounced for children from low-income families. Higher spending increases were associated with notable improvements in measured school inputs, including reductions in student-to-teacher ratios, increases in teacher salaries, and longer school years.
- **Zyngier, David. (2014). Class size and academic results, with a focus on children from culturally, linguistically and economically disenfranchised communities. *Evidence Base, issue 1, 2014.*** In this research summary, the author examined class size reduction and its effect on student achievement by analyzing 112 peer-reviewed studies, and showed that the overwhelming majority of these studies found that smaller classes have a significant impact on student achievement and narrowing the achievement gap. The author writes, "Noticeably, of the papers included in this review, only three authors supported the notion that smaller class sizes did not produce better outcomes to justify the expenditure."
- **Schanzenbach, D. W. (2014). Does Class Size Matter? *National Education Policy Center Policy Brief*.** "This policy brief summarizes the academic literature on the impact of class size and finds that class size is an important determinant of a variety of student outcomes, ranging from test scores to broader life outcomes. Smaller classes are particularly effective at raising achievement levels of low-income and minority children. Policymakers should carefully weigh the efficacy of class-size policy against other potential uses of funds. While lower class size has a demonstrable cost, it may prove the more cost-effective policy overall."

And the STAR research project remains relevant today and also is the research basis for WA State's most recent K-3 class size reductions:

- **Word, Elizabeth et al. (1990) The State Of Tennessee's Student/Teacher Achievement Ratio (STAR) Project Technical Report Part I and Part II.** **Commissioned by the Tennessee State Dept. of Education.** *This report contains the results of Tennessee's ground-breaking 4-year longitudinal randomized class size experiment. The study analyzed student achievement and development in three class types: small classes with 13-17 students per teacher; regular classes with 22-25 students per teacher, and regular classes with 22-25 students per teacher assisted by a full-time teacher aide. Project STAR followed students from kindergarten through third grade, starting in 1985-1986 and ending in 1988-1989. The study found significant gains in test scores in every subject and every grade, including reading, math, word study and listening, and lower grade retention rates for students who were in smaller classes; but no significant gains for those in classes with an aide.*

Research specific to importance of class size reduction across all levels:

- **Fredriksson, P., Öckert, B. & Oosterbeek, H. (2013). Long-Term Effects of Class Size. The Quarterly Journal of Economics, 128 (1).** *"Analysis of administrative data from Sweden shows Smaller classes in the last three years of primary school (age 10 to 13) are not only beneficial for cognitive test scores at age 13 but also for non-cognitive scores at that age, for cognitive test scores at ages 16 and 18, and for completed education and wages at age 27 to 42. The estimated effect on wages shows the economic benefits outweigh the costs."*
- **Blatchford, P., Bassett, P., & Brown, P. (2011). Examining the effect of class size on classroom engagement and Teacher-pupil interaction- Differences in relation to pupil prior attainment and primary vs. secondary schools. Learning and Instruction, 21.** *An observational study involving nearly 700 students in 49 schools in the UK finds that in both the early and later grades, smaller classes leads to students receiving more individual attention from their teachers and having more positive interactions with them. Classroom engagement decreases in larger classes, and this is particularly marked for struggling students at the secondary level. Students are engaged in active interactions with their teachers two to three times more often in a class of 15 compared to class of 30, and for low achievers at secondary level there is more than twice as much off task behavior in classes of 30 compared to 15. A five student increase in class size is associated with the odds of off task behavior increasing by 40 percent for this group. No threshold effect was observed; in other words, there is no particular class size that must be attained for positive benefits to accrue to students in smaller classes.*

- **Malloy, C., Ph.D., & Vital Research, LLC., (2010). Lessons from the Classroom: Initial Success for At-Risk Students. California Teachers Association.** *"An ongoing evaluation of the Quality Education Investment Act (QEIA) This report includes a comparative analysis of Academic Performance Index data for QEIA schools and non-QEIA schools as well as findings from an action research project in 22 QEIA schools statewide... most common goal noted by schools was class size reduction: at least one interviewee at all but one of the regular program schools cited class size reduction as a key goal of QEIA at their school...higher API growth schools cited class size reduction as one of the key factors that contributed to changes in teaching practices at their schools...spend more time with the "neediest, at-risk" students, differentiate instruction, and spend less time on classroom management issue."*

Educational Staff Associates

School Nurses (RN-ESA)

<https://www.nasn.org/nasn/advocacy/professional-practice-documents/position-statements/ps-workload>

www.cdc.gov/healthyschools/chronic_conditions/pdfs/2017_02_15-FactSheet-RoleOfSchoolNurses_FINAL_508.pdf

There are concerns that current workload requirements for school nurses may not be met by a 1:750 ratio. We would also note that some school districts are utilizing Health Assistants, paraeducators specifically trained to work in the health room (first aid/CPR certified, delegation for medications, etc.), to assist with the shortage of school nurses.

School Counselors

1:250

<https://www.schoolcounselor.org/asca/media/asca/Publications/Research-Release-Parzych.pdf>

School Psychologists

In 2010, NASP released for the first time the **Model for Comprehensive and Integrated School Psychological Services**, also known as the National Association of School Psychologists (NASP) Practice Model. Almost everything done in practice reflects the NASP Practice Model in at least one of the 10 domains of school psychology practice. The competencies identified within these 10 domains represent the knowledge and skills that school psychologists are prepared to have. The model is intended to show the alignment between competencies and the services provided. Often, the challenge is to

reframe the thinking about services in this context, identify other areas of practice where growth is possible, and begin to use the model to define the work and its value when communicating with others. Importantly, working towards the recommended ratio (1:500-700) enables a school psychologist to more effectively provide a comprehensive range of services. The goal remains enhancement of practice to better serve students, families, and schools.

School Social Workers

Links to the main page of the National Association of Social Workers and specifically their standards section.

<https://www.socialworkers.org/>

<https://www.socialworkers.org/Practice/Practice-Standards-Guidelines>

Physical Therapists, Occupational Therapists, Speech-Language Pathologists

While these positions are typically required for students with IEPs and school districts must provide those required services, the professional associations do have recommendations for case load limits so that the professional can actually meet the needs of the students in their care.

When occupational therapy and physical therapy are provided as educational services, decisions regarding what type of therapy is provided, how it is provided and who is to provide it are directly tied to the student's overall educational program. All team members support the attainment of these educational goals. Thus, therapy and other related services become a means or method to attain educational goals and objectives/benchmarks, rather than the focus of separate therapy goals or objectives/benchmarks. School-based therapy is not intended to meet all the therapy needs of a student but is intended to meet needs of the student to promote success in the educational environment. Links to each specific group are below:

SLP's

<https://www.asha.org/PRPSpecificTopic.aspx?folderid=8589934681§ion=Overview>

PT's

<https://www.apta.org/>

OT's

<https://www.aota.org/>

Paraeducators

Paraeducators are an essential member of the education team in the classroom, in special education, ELL and general education settings. The current prototypical model does not come close to funding an adequate number of paraeducators. Two excellent resources include the December 2010 OSPI Classified Adequacy Staffing Reports and the Paraeducator Board website which includes current laws WACs and the 2015-16 work group project which defined the skills, standards and professional development paraeducators will need to meet the needs of their students. www.pesb.wa.gov

Professional Development, Planning and Collaboration Issues

Racial equity, bias, ethnicity and education issues:

Yosso, T.J. (2005). Whose culture has capital? Race, Ethnicity and Education, 8(1), pp. 69–91.

https://www.tandfonline.com/loi/cree20?open=5&year=2002&repitition=0#vol_5_2002

The Long-Run Impacts of Same-Race Teachers, Source <http://ftp.iza.org/dp10630.pdf>

An article presenting what we already know as to the important of planning and collaborative time backed up with research references. While this article references teachers and specialists, paraeducators should also be included.

<https://www.kappanonline.org/time-teacher-learning-planning-critical-school-reform/>

Social-Emotional Learning

<https://learningpolicyinstitute.org/product/social-and-emotional-learning-case-study-san-jose-state-report>

<https://www.k12.wa.us/student-success/health-safety/mental-social-behavioral-health/social-and-emotional-learning-sel>

Planning and Collaboration

The Prevalence of Collaboration Among American Teachers -

<https://pdfs.semanticscholar.org/9178/4e7923c2b8419d6ab4f2b2628c217c46de57.pdf>

1. A Theoretical and Empirical Investigation of Teacher Collaboration for School Improvement and Student Achievement in Public Elementary Schools

https://education.illinoisstate.edu/downloads/casei/collaboration_studentachievement.pdf

This study was referenced multiple times in other studies.

Results: Results of HLM analyses indicate that fourth-grade students have higher achievement in mathematics and reading when they attend schools characterized by higher levels of teacher collaboration for school improvement.

Conclusions: The authors suggest that the results provide preliminary support for efforts to improve student achievement by providing teachers with opportunities to collaborate on issues related to curriculum, instruction, and professional development. The authors also discuss the need for more research on the effects of different types of collaborative practices using more representative samples.

2. A Theoretical and Empirical Analysis of the Roles of Instructional Leadership, Teacher Collaboration, and Collective Efficacy Beliefs in Support of Student Learning

<https://eric.ed.gov/?id=EJ1102657>

Abstract: Principals' instructional leadership may support the degree to which teachers work together to improve instruction, and together leadership and teacher collaboration may contribute to school effectiveness by strengthening collective efficacy beliefs. We found a significant direct effect of leadership on teacher collaboration. Further, leadership and collaboration predicted collective efficacy beliefs. Finally, achievement differences among schools were predicted directly by collective efficacy beliefs and indirectly by instructional leadership and teacher collaboration. These findings suggest that strong instructional leadership can create structures to facilitate teachers' work in ways that strengthen organizational belief systems, and, in concert, these factors foster student learning.

3. Collective Pedagogical Teacher Culture and Mathematics Achievement: Differences by Race, Ethnicity, and Socioeconomic Status

<https://journals.sagepub.com/doi/abs/10.1177/0038040712472911>

Abstract: Scholars have not adequately assessed how organizational cultures in schools differentially influence students' mathematics achievement by race and socioeconomic status (SES). We focus on what we term collective pedagogical teacher culture, highlighting the role of professional communities and teacher collaboration in influencing mathematics achievement. Using cross-classified growth models, we analyze data from the Early Childhood Longitudinal Study and illustrate that schools where teachers perceive the presence of professional communities and teacher collaboration

foster greater mathematics achievement throughout elementary school. Furthermore, achievement gaps by race and socioeconomic status are lessened in schools with professional communities and teacher collaboration.

4. Investigating the Links to Improved Student Learning

https://conservancy.umn.edu/bitstream/handle/11299/140885/Learning-from-Leadership_Final-Research-Report_July-2010.pdf

Conclusion: Where teachers feel attached to a professional community, they are more likely to use instructional practices that are linked to improved student learning.

And, this report addresses the link between student outcomes and the amount of time a teacher collaborates:

<https://aquila.usm.edu/cgi/viewcontent.cgi?referer=&httpsredir=1&article=1755&context=dissertations>

Association of Washington School Principals:

TO: Education Stakeholders of Washington State

FROM: Association of Washington School Principals

DATE: November 1, 2019

RE: Ensuring Equitable and Sustained Leadership for All Students and Staff

Representing the collective voice of 98 percent of public-school principals and assistant principals, the Association of Washington School Principals (AWSP) has spent over forty years analyzing the paradigm of school leadership. We have come to understand the principalship as being critical to the success of the entire educational system while also unique to all other roles in the profession. Additionally, we have witnessed the number and complexity of leadership tasks and outcomes principals are responsible for rise in direct proportion to ongoing increases in local, state and federal policies, mandates and laws.

As the multiplier of positive outcomes, the principalship requires skillful leadership of all initiatives and adoptions as well as the recruitment, retention and capacity-building of all staff. Principals are linked to all stakeholders and charged with ensuring the health and safety of all who enter the school as well as the academic and social/emotional growth of each child. The leadership of culture, systems and learning within the schoolhouse rests squarely on principals' shoulders.

During the past ten years updated concepts of effective leadership, emerging evidence-based practices, refined systems-change theory and well-intended legislation have rapidly added complex, nuanced and time-consuming tasks to the principalship. Please refer to the appendix for a partial list of examples.

Considering the vast array of responsibilities added to the principalship, and drawing from an acute understanding of school leadership as well as current data and testimony from the field, AWSP has reached the following assertion for the first time in our history:

In its current iteration, the role of the public-school principal in Washington state is untenable.

Principal sustainability is becoming an increasing concern. A Wallace Foundation study confirms that, nationally, only 1:4 principals are in the same building after five years. In 2018-19 Washington state experienced a 25 percent turnover in principal positions. This "churn" is an alarming reality for our entire education system and should be addressed

immediately. A revolving door of leadership results in massive disruption to school culture, the persistence of ineffective and antiquated systems and a negative impact on student outcomes. Furthermore, schools targeted for “required action” suffer twice the rate of churn. All students, staff and communities, regardless of zip-code, deserve equitably consistent leadership.

Research indicates it takes 3-5 years to implement lasting change in elementary schools, 5-7 years in middle schools, and 7-10 years in high schools. Closing opportunity gaps and dismantling historically inequitable systems requires sustained leadership. *Principal churn negatively impacts equity-centered leadership.*

The Learning Policy Institute, sponsored by the National Secondary School Principals Association, determined five primary reasons why principals leave the principalship:

- Inadequate preparation and professional development
- Poor working conditions
- Insufficient salaries
- High-stakes accountability
- Lack of decision-making authority

High accountability and low control workplaces are the most likely to lead to burnout.

Principal stability is necessary to increase teacher effectiveness and capacity. Recent research found principal turnover is impactful for three reasons:

1. High principal turnover often leads to greater teacher turnover (Béteille et al., 2011) which, in turn, can have a negative impact on educational outcomes (Ronfeldt et al., 2011), as well as increased fiscal costs (Levy et al., 2006). For instance, Ronfeldt found that teacher turnover has a significant and negative effect on student achievement in both numeracy and literacy.
2. Principal turnover has direct negative effects on achievement, and the strongest impact appears immediately after turnover occurs (Burkhauer et al. 2012).
3. Regular principal turnover can lead to teachers not investing in any change effort and learning to simply “wait [principals] out.” (Hargreaves et al. 2003, p. 8). As a result, the probability of school improvement decreases (Fullan 1991).

Principals are on the “front lines” dealing with highly challenging, extremely consequential, complex and unpredictable situations involving the health, well-being, safety and education of staff, students and community stakeholders throughout each day. By comparison, most emergency room physicians will experience lulls during the day where they can decompress, reflect on their practice and plan strategically.

Principals, however, function in the red-zone for the vast majority of time each day engaged in continual high-stakes triage.

According to the 2017 Principal Health and Wellbeing survey, compared to the general population, principals report:

- 1.5 times higher job demands
- 1.6 times more burnout
- 1.7 times more stress
- 2.2 times more difficulty sleeping
- 1.3 times more depressive symptoms

One in three principals were flagged as so distressed their physical and mental health were seriously at risk. The two largest sources of stress have consistently been the quantity of work and lack of time to focus on teaching and learning.

The unhealthy state of the principalship is also evident in the following 2018 AWSP survey data:

- 70 percent of principals report their job negatively impacts their personal relationships.
- 65 percent of principals work 6 to 7 days per week.
- 72 percent of principals work 56 hours per week or more.

A recent National Association of Elementary School Principals survey shows the number of hours principals are working per week has increased to **over 60-hours per week**.

Note - The US Department of Health and Human Services indicate:

- Little productive work occurs after 50 hours per week.
- There is a 60 percent increase risk of heart disease when working > 10 hours per day.
- Working > 40 hours per week is associated with:
 - Increased alcohol and tobacco consumption.
 - Unhealthy weight gain in men.
 - Depression in women.

The data is clear and compelling. We *must* change the way the principal position is staffed and ensure a proper number of school-leaders are hired to do the work. It has become abundantly clear we have a systems-problem being placed on the backs of individuals. Simply put, ***the prototypical funding model does not provide an adequate number of principals.***

Therefore, AWSP strongly recommends the following student-to-principal staffing ratios:

Implementation to Occur During Phase One	
Year	Student-to-Principal Ratio
2020–21	300:1
2021–22	285:1
2022–23	275:1
2023–24	265:1
2024–25	260:1

It is critical to understand that, in addition to the student-to-principal ratio, the *staff-to-principal ratio* has a profound effect on a principal's workload and contributes to the survey data referenced above. Likewise, categorical programs such as LAP and ELL directly influence a principal's opportunity to impact teaching and learning.

Therefore, AWSP also strongly recommends the following improvements in order to provide equitable and sustained leadership and support to all students and staff:

- **Principal FTE should increase at the same percentage-rate as staff FTE.**
- **A portion of LAP and ELL funding should be dedicated to increasing principal FTE.**

Lastly, with regard to what works best for improving schools, please reference the six-year (2011-2016) *Principal Pipeline* study funded by the Wallace Foundation and lead by Dr. Susan Gates, Senior Economist and Director of the Office of Research Quality Assurance at the RAND Corporation. The study uncovered a specific, strategic approach to the hiring, preparation, evaluation and support of school leaders. The approach is feasible, affordable and effective with outcomes including higher math and reading achievement for students and improved principal retention.

AWSP's professional learning continuum currently replicates aspects of the RAND research for hundreds of leaders each year. The positive impact is measurable and significant. With additional resources we can bring our systems to scale. We are poised and ready to support each and every aspiring, new and experienced school leader across the state in order to positively impact the entire system.

"In order to fix the system, focus on supporting the principals. They are the multiplier of positive outcomes."

AWSP's aim in providing this report is to explicitly represent the current state of the principalship, illuminate a critically urgent need within the educational system of Washington state and provide tangible and efficient solutions for policy makers.

Appendix

Recent Initiatives that Heavily Impact the Principalship (a partial list)

- Revised discipline policies and procedures
- Increased graduation requirements (24 credits)
- On-time graduation rates through 9th grade success
- Introduction of and continual changes to the Smarter Balanced Assessment
- WAKids Assessment
- Washington English Language Proficiency Assessment
- Introduction of and continual changes to the Common Core State Standards and the Washington State Learning Standards
- Next Generation Science Standards
- Increased safety planning including threat assessments and drills such as:
 - Active Shooter
 - Shelter-in-Place
 - Earthquake
 - Lahar
 - Tsunami
- Revised policies related to School Resource Officers
- Shrinking budgets coupled with increasing expectations
- Lower class sizes in grades K-3 resulting in higher number of staff that principals evaluate
- All-day Kindergarten
- New rules for BECCA and Community Truancy Boards
- Teacher and Principal Evaluation Protocols and Frameworks
- LGBTQ+ safety and support
- Policy changes related to Harassment, Intimidation, and Bullying
- Ensuring the proper use of student restraint and isolation
- Opioid overdose medication
- Automated External Defibrillators (AEDs) and Epi-Pens
- Medical marijuana
- Vaping and Juuling
- Youth suicide prevention
- Social-Emotional Learning
- Behavioral and Mental Health Screening
- Supervision of an increasing number of extra-curricular and sports activities

- Teacher and substitute shortages affecting both hiring needs and day-to-day building operations
- Implementing Multi-Tiered Systems of Support and Positive Behavior Intervention Supports
- Ensuring equitable outcomes for all students including those mandated to receive the following categories of support:
 - Autism
 - Visual Impairment and Blindness
 - Emotional Disturbance
 - Hearing Impairment and Deafness
 - Intellectual Disability
 - Specific Learning Disability
 - Orthopedic Impairment
 - Speech or Language Impairment
 - Traumatic Brain Injury



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